COLUMBIA LIBRARIES OFFSITE
AVERY FINE ARTS RESTRICTED
AR01408275

UNION SQUARE Street Revitalization

CITY OPTIONS GRANT • NATIONAL ENDOWMENT FOR THE ARTS

Avery Architectural and Fine Arts Library
Gift of Seymour B. Durst Old York Library

UNION SQUARE / Street Revitalization

Cover: "The Great Meeting In Union Square, New York, To Support The Government, April 20, 1861." Courtesy of The Museum of The City of New York.

Digitized by the Internet Archive
in 2014

https://archive.org/details/unionsquarestree00newy

UNION SQUARE
Street Revitalization

City Options Grant/National Endowment for the Arts
A New York City Bicentennial Project

City of New York
Abraham D. Beame, Mayor

Victor Marrero, Chairman
Department of City Planning

This study was funded by a matching grant from the
National Endowment for the Arts. (A40-42-109B)

January 1976

NYC DCP 76-01

N4
N4393

PREFACE

Every year the National Endowment for the Arts sponsors a competition on a planning theme -- open to individuals and municipalities -- with guidelines aimed at encouraging a better environment through urban design.

In September 1974 the New York City Department of City Planning received a $50,000 grant from NEA. The theme for that competition was "City Options," and the object was to produce designs that would improve city life. Special provisions for the handicapped and a focus on locations of historic importance are criteria for the projects.

New York selected four historic neighborhoods for study and design proposals:

Alexander Avenue (Mott Haven Historic District), Bronx
Montague Street (Brooklyn Heights Historic District)
Union Square, Manhattan
Chinatown, Manhattan.

Alexander Avenue is an island of historic Mott Haven in a sea of decay and urban renewal in the South Bronx. Montague Street, by contrast, is the principal street of one of the city's more affluent neighborhoods. Union Square once was the hub of Manhattan and shows some signs of revival, but it has major problems, such as the difficult traffic patterns and the deterioration and inaccessibility of the park. Chinatown is a booming area, experiencing rapid growth due to increased immigration from China and all the consequent problems of overcrowding on the streets and in apartments.

All four of the study areas have similar problems of circulation and amenities for pedestrians, just as all have in common a basic vitality of street life. The focus of all four studies has been on improving the street life.

The City has virtually no funds available for capital improvements, and these reports do not propose large-scale projects which we cannot afford. Our proposals are modest ones which can be done without special appropriations of funds and with available staff and materials. We have studied the problems in each neighborhood and outlined three levels of recommendations: short-term proposals which the City can afford or which cost no extra money; intermediate proposals which do not involve major expenses but for which no funding is presently available; and long-term proposals which embody sound planning objectives but must wait for radical changes in the economic climate and the willingness of the Federal government to deal more thoroughly with urban problems.

We have sought the assistance of the State and Federal governments, and we have proposed solutions in which the private sector can cooperate.

In Union Square we deal with the conflicts between pedestrians and automobiles on the streets that channel heavy traffic around the park and the inaccessibility and deterioration of the park itself. Our proposals are to rechannel automobile traffic, slope curb cuts for the handicapped and elderly and make several inexpensive but visible alterations to the park. We have addressed the problem of the Union Square subway station, one of the

busiest but most unattractive in the city, and have indicated some solutions even though they can only be done with Federal assistance.

In applying for this grant the Planning Department indicated its goal in these neighborhoods:

> Cities contain many centers and communities rich in history and a sense of place. We seek to develop prototypical techniques by which the particular character of these areas can be reinforced so as to assist in their preservation through increased safety, use and enjoyment. The specific focus will be how the street system can become the element which unifies the character of the community, strengthens the sense of place, and brings residents and visitors together to experience the positive qualities of city life.

In preparing this report on Union Square the City Planning Department staff has consulted with the community board, elected officials, businessmen, and union and civic leaders. The Economic Development Administration, and the Departments of Highways, Traffic, and Parks, also cooperated in various aspects of the study.

We gratefully acknowledge the support of the National Endowment for the Arts for the grant which helped make this study possible.

Victor Marrero, Chairman
Department of City Planning

STREET REVITALIZATION PROJECT AREAS

NEW YORK CITY

Map 1

Union Square Today

CONTENTS

PAGE

INTRODUCTION 7
Community Involvement and Study Goals 7
History of Union Square 11

CURRENT CONDITIONS 15
Population 15
Land Use 15
Business Conditions 17
Community Facilities 18
Zoning 18
Mass Transit and Accessibility 20
Circulation of Pedestrians and Vehicles 20
Union Square Park 28
Physical Obstacles 28
Parking 28
Housing 30

RECOMMENDATIONS 33
Specific Recommendations to Achieve Objectives 34
Rechannel Traffic 34
Upgrade the streets 36
Improve Union Square Park 37
Encourage mixed-use development 40
Modernize subway station 40
Study zoning 43

Union Square Circa 1850

INTRODUCTION

Union Square has changed character many times since its official dedication in 1839. It began as a desirable residential square poised around a splendid park. Before long, retail stores and theaters had arrived and made it the city's and region's central business district. In the early 20th century, Union Square gained a reputation for bargains and for free speech rallies. Owing to the wide appeal of such stores as S. Klein and Ohrbach's, Union Square thrived during the thirties. Its central location and an abundance of public transportation -- three subway and seven bus lines -- make it a prime area for shops, office buildings, institutions and housing.

Union Square is in the southeast corner of Community Planning District 5, adjacent to district 2, 3 and 6. Surrounding it are the residential communities of Greenwich Village, Stuyvesant Square and Gramercy Park. While Mays department store continues to draw shoppers, S. Klein closed temporarily in the summer of 1975 and is now undergoing renovation by a new lessee. Three recent events could return Union Square to its former eminence as a regional center: the new occupant of S. Klein (the trade name is to survive) plans to reopen a department store on the same site; the Rizzoli Language Center, a handsome branch of Rizzoli International Publications, Inc., opened on the northwest corner of Union Square at 17th Street, in September 1975, thus extending the boundaries of the book district just to the west; and the office building at 31 Union Square West is presently being converted to 140 apartments at middle-income rents, using conventional financing.

Union Square has a continuing commercial vitality and a future, despite a certain greyness that has overtaken the streets and Union Square Park and the honky-tonk establishments and vacant stores at the edges. Seven heavy traffic lanes on Union Square East generate constant conflict between pedestrians and vehicles. The mezzanine and the narrow platforms of the Union Square subway station, one of the busiest exchange points in the City, are dingy and forbidding.

Community Involvement and Study Goals

Early in 1974, Community Board 5 and local business and civic leaders asked the City Planning Department to focus on the deterioration of business and public facilities in Union Square. A private consultant to the community board had proposed a rehabilitation program for the park in 1973, but economic conditions that year forced a rescindment of capital budget funds earmarked for park improvements. At the board's request, the City Planning Department undertook a study of the area bounded by 12th Street on the south, 19th Street on the north, Fifth Avenue on the west and Third Avenue on the east.

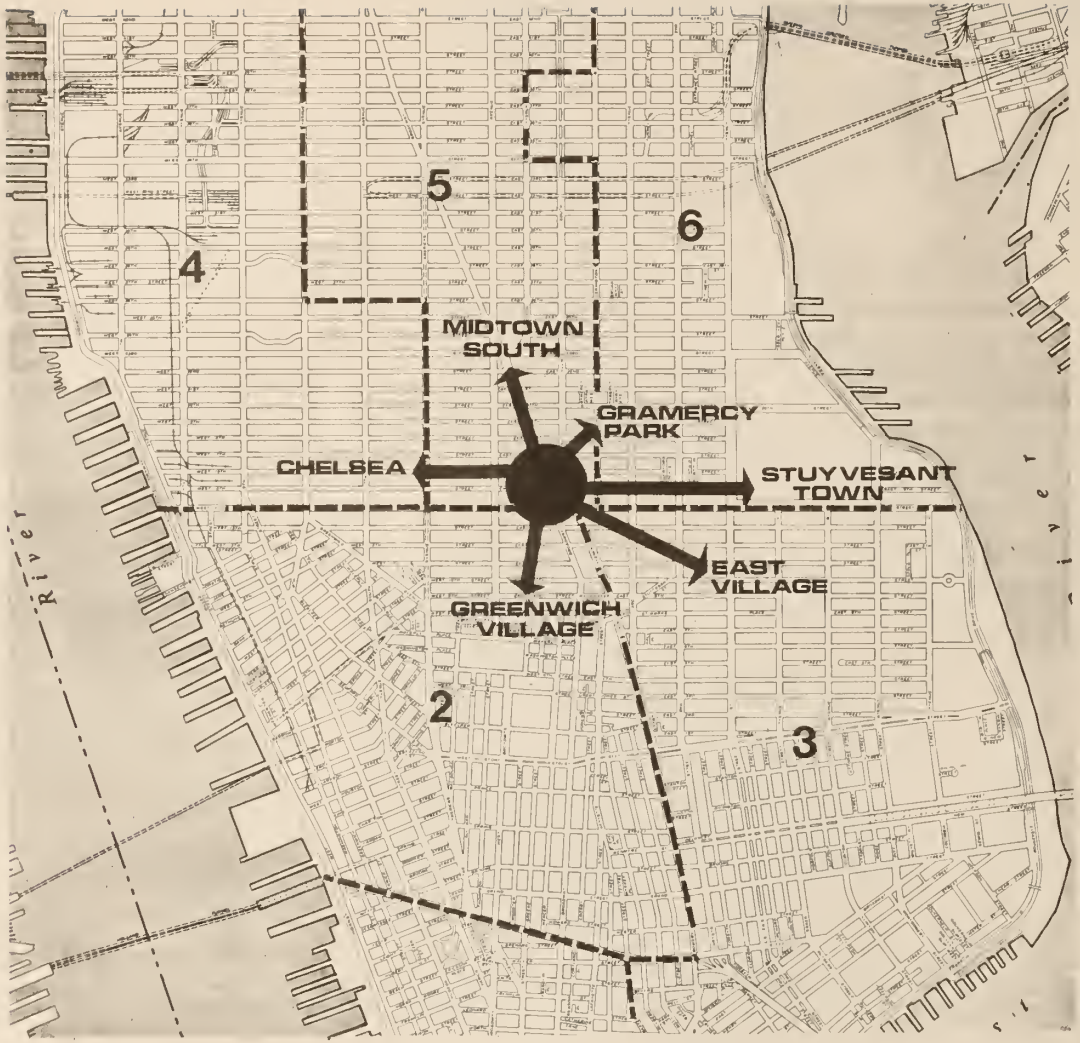
Numerous meetings with the neighboring community leaders, including Community Board 3 and 6, have been held to discuss plans for the Square. Discussions with business leaders have revealed serious interest in redevelopment opportunities. Based on these discussions, the City has attempted to recommend ways to solve the problem of conflicting vehicular and pedestrian traffic on the streets, to renovate the park and make it more accessible, to upgrade the Union Square subway station, and encourage mixed residential and business development around the Square. The

NEIGHBORING COMMUNITIES:

LEGEND:

- COMMUNITY BOARD DISTRICTS
- UNION SQUARE

SCALE 1" : 2000'



Map 2

recommendations have been made within the boundaries of the City's severe budget limitations and with the overall goal -- consistent with the object of the NEA grant -- making Union Square a focus of community life once again.

A number of recommendations, for the short, intermediate and long term, are contained in the Recommendations section of this report. Three recommendations can be acted on immediately despite the budget crisis, and in fact are in preparation now; these are the rechanneling of traffic around the park, sloping curb cuts to provide easier access to the peripheral sidewalks and the removal of the barrier hedge along the park's perimeter.

The report also recommends the following:

Short-term Strategies

- Resurfacing sidewalks and eliminating certain pedestrian obstacles.
- Designing new seating in and around the park.
- Restoring the Declaration of Independence memorial flagpole in the park.
- Repaving park paths and replacing old benches and lights.
- Continuing work with potential investors to encourage mixed-use development where it is appropriate.
- Devising subway easement legislation for possible inclusion in redesign of former S. Klein store.
- Painting walls and installing brighter lighting in the subway station.
- Conducting a study of the effects of present zoning on development in Union Square.

Intermediate Strategies

- Encouraging the private development of a parking garage near the Square.
- Widening the sidewalk along southern edge of the park.
- Expanding the park acreage by a variety of means, including relocating peripheral parking, re-landscaping, incorporating a traffic island to the east of the park, replacing steps with ramps, etc.
- Renovating the amphitheater at northern end of the park and relocating the children's playground to the southern end.
- Encouraging private developers to rehabilitate certain commercial buildings on the Square for residential use.
- Making major improvements to the subway station, including new entrances, resurfacing walls and ceilings to reduce noise and brighten the mezzanine, constructing an elevator for handicapped and elderly persons and improving ventilation.

Long-term Strategies

- Improving the overall street environment with new seating and landscaping and sidewalk arcades incorporated into new development and facade renovations.

HISTORIC POINTS OF INTEREST

LEGEND:

- NEIGHBORHOOD CENTER
- LANDMARK
- PATH
- DISTRICT

SCALE 1" = 2,000'

Map 3

- Relocating the turnstiles in the subway so that the arcade under 14th Street can be used for free passage and underground shopping.

History of Union Square

Before 1830 Union Square was a hilly terrain at the junction of Broadway and the Bowery, meeting at the point now called Fourth Avenue. The New York State legislature gave form and identity to the area when it defined the boundaries and location of a public open space to be called Union Place, by action under Chapter 89 passed on April 5, 1832.[1]

By 1834 the hills and slopes above 14th Street had been graded and in 1839, Union Square as it was finally called, was opened to the public. The Square quickly became an elegant residential quarter enclosing a locked private park in the English style, comparable to nearby Gramercy Park. Old engravings show rich greenery, with people strolling, mothers and nursemaids tending their children, and a general air of prosperity.[2]

Over the course of the 19th century the park gradually changed from a fashionable residential square to the gathering place of supporters of various causes. Union Square was the site of demonstrations against slavery and the draft in the Civil War. Later in the 19th century workingmen gathered in support of the trade union movement. Union Square (named for the National Union) gained new significance during the Civil War, when the name seemed to stand for the northern cause; still later, the name seemed chosen for the new cause of trade unionism; several union headquarters are located on the Square to this day.

After the first World War, Union Square continued to be the site of political demonstrations -- the Hyde Park of New York -- but these activities, like the residences of the wealthy, have tended to move farther uptown. What is left of the old Union Square are the large number of landmark buildings nearby, reminders of the great past (see map 3).

During the 1930's, the park bed was elevated about five feet to permit construction of a mezzanine in the 14th Street subway station. This change in grade tended to discourage easy access to the park, not only for the general public but also for handicapped and older people. Efforts were continued to attract area residents, but with small success.

The Academy of Music on 14th Street, built in 1854, began the transformation of Union Square into New York's prime theater district.[3] The first R.H. Macy's opened on Sixth Avenue near 14th Street in 1858, with a store frontage totaling 11 (eleven) feet. There it stayed and prospered until 1902, when Macy's moved to Herald Square. Elegant shops for the carriage trade were located on Union Square in the last half of the 19th century before they followed their fashion-conscious customers up Fifth Avenue. Stanford White built a magnificent store for Tiffany's there.

But the future of retailing on Union Square belonged to the bargain sellers. Samuel Klein went into business in a little store on Bleecker Street and moved to Union Square in 1912. By 1932 S. Klein "On-the-Square" had grown into one of the nation's top retailers of bargains. That year it grossed $25 million, surpassing Bloomingdale's and Best & Co. in total sales volume.[4] So popular was the bare-bones operation, with a deserved reputation for bargains, that Klein's opened its annex on the Square, between 15th and 16th Streets, to cater to middle-income shoppers in the late 20's (see photos).

1 The Institute for Architecture and Urban Studies. Union Square Park Redevelopment Project. New York City. Prepared for Manhattan Community Board 5, 1973. P. 10

2 Kouwenhoven, John A., The Columbia Historical Portrait of New York: An Essay in Graphic History. Icon Editions. Harper & Row. Publishers, New York. 1972. Pp. 136, 241, 313

3 Plan for New York City, New York City Planning Commission. 1969, Volume 4, "Manhattan". P. 76.

4 Fortune Magazine, July, 1932. "Klein's Store," p. 54.

Ohrbach's department store opened in Union Square on October 4, 1923, and for the next three decades contributed to the area's role as a major shopping center for bargain-hunters. However, in August 1954 Ohrbach's abandoned the Square and moved uptown to 34th Street at Fifth Avenue. Its successor and present occupant of the site on 14th Street between Broadway and University Place is Mays, now the leading department store in the Square. In 1974 S. Klein reported sales of about $18 million and a declining operation, which led to its closing in the summer of 1975.

As the larger department stores and theaters moved uptown, 14th Street gradually became the locus of countless small shops offering fast foods, cheap clothing, electrical appliances, fabrics and other assortments. The remnant of the old books center remains on Fourth Avenue just below the Square, while a cluster of antique dealers fills Broadway between 14th and 13th Streets. The labor unions headquartered there include Local 91 of the International Ladies Garment Workers Union with offices in the old Tammany Hall, headquarters of Manhattan's Democratic Party built at the corner of 17th Street and Union Square East.

Union Square Park prior to renovation in mid-Thirties.

Union Square Park filled with rally participants (after Park Renovation).

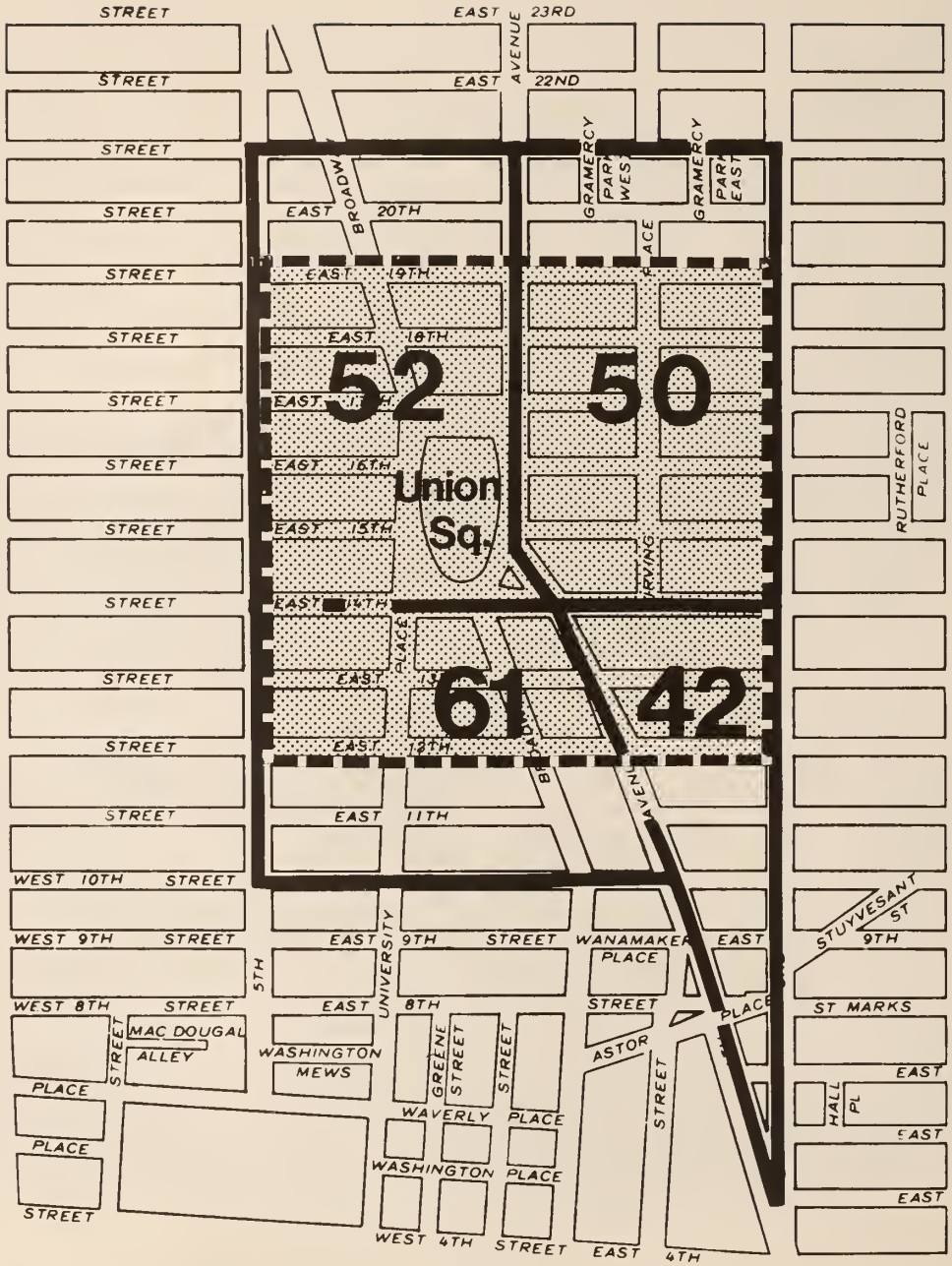
Equestrian statue of George Washington, Union Square East at 14th Street.

Union Square and Fourteenth Street to Seventeenth Street, Circa 1880's.

CENSUS TRACTS

LEGEND:

- TRACT DISTRICT
- STUDY AREA



Map 4

CURRENT CONDITIONS

Population

The total population in 1970 in the four census tracts surrounding and including Union Square was 10,759 persons (see Map 4).[5] Households totaled 10,258 and were basically one- or two-person units (see Appendix, Table A1).

There were fewer children and more young adults than in the city as a whole (see Appendix, Table A-2). Older people (those 65 and over) represented a smaller percentage of the Union Square population than in Manhattan and in the City overall. Between 1950 and 1970, while population in Union Square rose by 34 per cent, the number of dwelling units increased by over 150 per cent -- considerably faster than the rate for Manhattan or New York City (see Chart 1 and Table A-3).

Median income in 1970 for families and unrelated individuals was high: $8,182 in the Extended Area compared to $6,718 for Manhattan as a whole and about $7,246 for New York City. On the Upper East Side, median income was $10,884 for families and unrelated individuals (see Appendix, Table A-4).

In 1969, a relatively prosperous year in New York City 2,431 persons, or one in five residents, reported they were unemployed, a jobless rate of 22 per cent in the four census tracts studied. Of the 7,635 people who were employed, more than half (4,389) were in the service industries (business, personal, insurance, real estate, health, education, professional and public administration). The next largest group of residents (1,237 or 15 per cent) worked in construction and manufacturing, and 1,019 persons (or 13 per cent) were employed in wholesale and retail business.

Subways were the prime mode for the journey to work, followed by buses and walking. Twice as many workers (3,162) used subways as buses (1,538). The number who walked to work (1,181) represented double the number who drove autos (539). Slightly over 21 per cent of those surveyed owned an auto, indicating dependence on public transit. The great majority of jobs for Union Square residents (6,077) were in the Standard Metropolitan Statistical Area, and more than half of these (3,434) were located in New York City's central business district in Manhattan. The remainder of this group (2,030) were jobs in other parts of Manhattan.

Land Use

Union Square Park, the 3.59-acre centerpiece of Union Square, is surrounded on four sides by mixed-use commercial and office buildings, separated from the park by wide, busy traffic arteries. The study area, which roughly encompasses two blocks north, east, south and west of the park, contains retail, office, institutional and housing uses. There is some light industry in the loft buildings west of Union Square, many of which are beginning to follow the pattern of conversion to residential uses which appeared earlier in Soho and now in Noho, the area south of Union Square and east of Broadway. Fine housing continues to flourish nearby in Gramercy Park and in Stuyvesant Square, to the north and east, and in Greenwich Village to the south.

As Table 1 indicates, commercial uses predominate in the remaining space, with Klein's and Mays accounting for the majority of

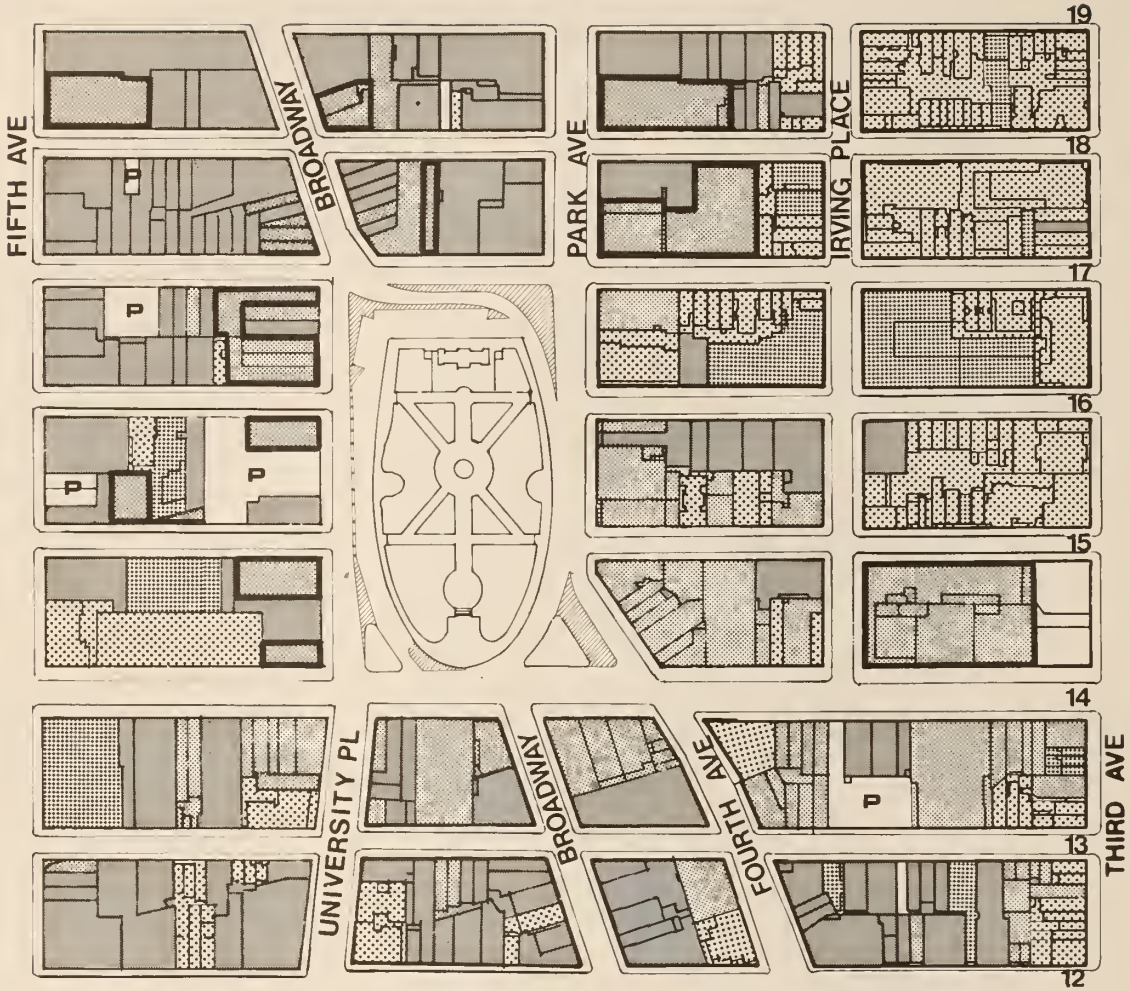
5 Source: U.S. Census, 1970. Table P-1. Tracts are 42, 50, 52, 61, which comprise the area bounded by East 10th Street, Fifth Avenue, East 22nd Street and Third Avenue.

LAND USE · GENERAL

LEGEND:

- RESIDENTIAL
- COMMERCIAL
- OFFICE BUILDING
- INDUSTRIAL
- INSTITUTIONAL
- P PARKING LOT

SCALE 1"=300'



Map 5

commercial/retail area. The total floor area in the study area is 7.3 million square feet, more than half of which is occupied by offices. Light manufacturing fills the lofts west of the Square between 16th and 17th Streets (see Map 5).

Table 1. Existing Floor Area

Open Space	3.8 million square feet
Commercial	1.6 million
Residential - 1,140 d.u.'s	0.9 million
Vacant Space	0.8 million
Industrial	0.2 million
Total	**7.3 million square feet**

Source: Study by the Institute for Architecture and Urban Studies, prepared for Community Board 5, 1973. Table 3.

Residential floor area represented 12.3 per cent of the total. In 1972 the vacancy rate in the Union Square area was 10 per cent for all uses, which is rather low in comparison to the entire city.

Street level uses fall into four main groups: food services, retail apparel, accessories and institutions, including banks and labor union headquarters. Aside from Mays department store, nearly all other retail operations show marked physical deterioration.

Business Conditions

Hard times came to Union Square long before the present nationwide recession. Ohrbach's move to 34th Street in the 1950's signalled the down-turn for this well-known bargain center. Mays department store, on the south side of 14th Street between University Place and Fourth Avenue, became the only large store on the Square in August 1975, when S. Klein closed. This situation may change in the spring of 1976, when the new tenant plans to reopen a renovated S. Klein department store. A survey of 400 shoppers passing Mays was conducted by the City Planning Department in spring 1975. Its findings give an optimistic view of business prospects in this central business district of Lower Manhattan.

The potential of Union Square as a location for one or more new department stores selling quality merchandise is outstanding. A survey has indicated that there is a market for more expensive goods than are presently available in the area. There are 42,600 households within half a mile of the Square, 7,000 of them families with incomes estimated at over $20,000. There are some 243,000 persons employed within a half-mile radius. Manhattan below 23rd Street offers jobs for nearly one million workers; many of these shop in Union Square, to judge from the survey sample.

In addition to Manhattan workers, and local residents, the Union Square market can tap the resident population of a citywide area because of the three subway lines that converge at the station; a free three-way transfer situation exists here and at only two other locations, Times Square and Downtown Brooklyn. Many shopping trips to Union Square apparently are associated with trips to other destinations. In the case of Mays' customers, 16 per cent came

from or were returning to, work or school; 38 per cent of those surveyed were shopping on the way between two other places. Only 46 per cent of Mays' shoppers had made a single-purpose trip from home to shop.

To assess the area's pulling power for home-oriented trips alone, the survey compared the distances between home and store, and work and store, where both were known. Considering only the cases in which the home location was closer to the store, interviewers found that home-oriented shoppers traveled an unusual distance. In fact, 25 per cent came from Brooklyn, the Bronx and Queens.

Union Square draws a diverse group of shoppers. While the survey lent some support to the image of Union Square as a destination for budget-conscious consumers, it also showed that Union Square shoppers regularly patronized stores associated with medium price merchandise. Store preferences of Mays' customers were: first, Mays; second, Macy's; third, Bloomingdale's. This suggests an opportunity for a medium-price merchandiser to capitalize on the existence of such middle-income housing development in the immediate trade area as Stuyvesant Town, Peter Cooper Village, and Washington Square Village. Further, the old established neighborhoods, including Gramercy Park, Greenwich Village and Stuyvesant Square, all bolster the anticipated appeal of this price range.

Community Facilities

Thousands of people are attracted daily to the Union Square vicinity by the many educational, health, social and recreational services in the area. For example, schools of higher education include the New School for Social Research (Fifth Avenue between 13th and 14th Streets); Yeshiva University (Fifth Avenue between 12th and 13th Streets); and Parsons School of Design, (66 Fifth Avenue). Among the health facilities are Beth Israel Hospital and Nursing School (Second Avenue and 15th Street); New York Eye and Ear Infirmary (310 East 14th Street); two health centers sponsored by labor unions on 15th Street, west of the Square; and the Speech and Hearing Institute at 61 Irving Place. Two large public high schools are in the area: Washington Irving High School at 16th Street and Irving Place and Stuyvesant High on 15th Street east of Second Avenue.

Zoning

Current zoning in the center of the study area is C6-1, a general central commercial district permitting nearly all uses except non-retail uses which generate heavy trucking (see Map 6). The floor area ratio is 6 for commercial and community facility buildings, relatively low compared to surrounding areas. For example, Park Avenue South is zoned C5-2, which permits an FAR 10 for commercial, residential and community facility buildings. The same bulk is possible on Fifth Avenue, where C6-4 zoning permits a maximum FAR 10 for all types of construction. In the C6-1 zones, residential bulk is limited to a FAR of from 2.80 to 3.40, an R7-2 equivalent.

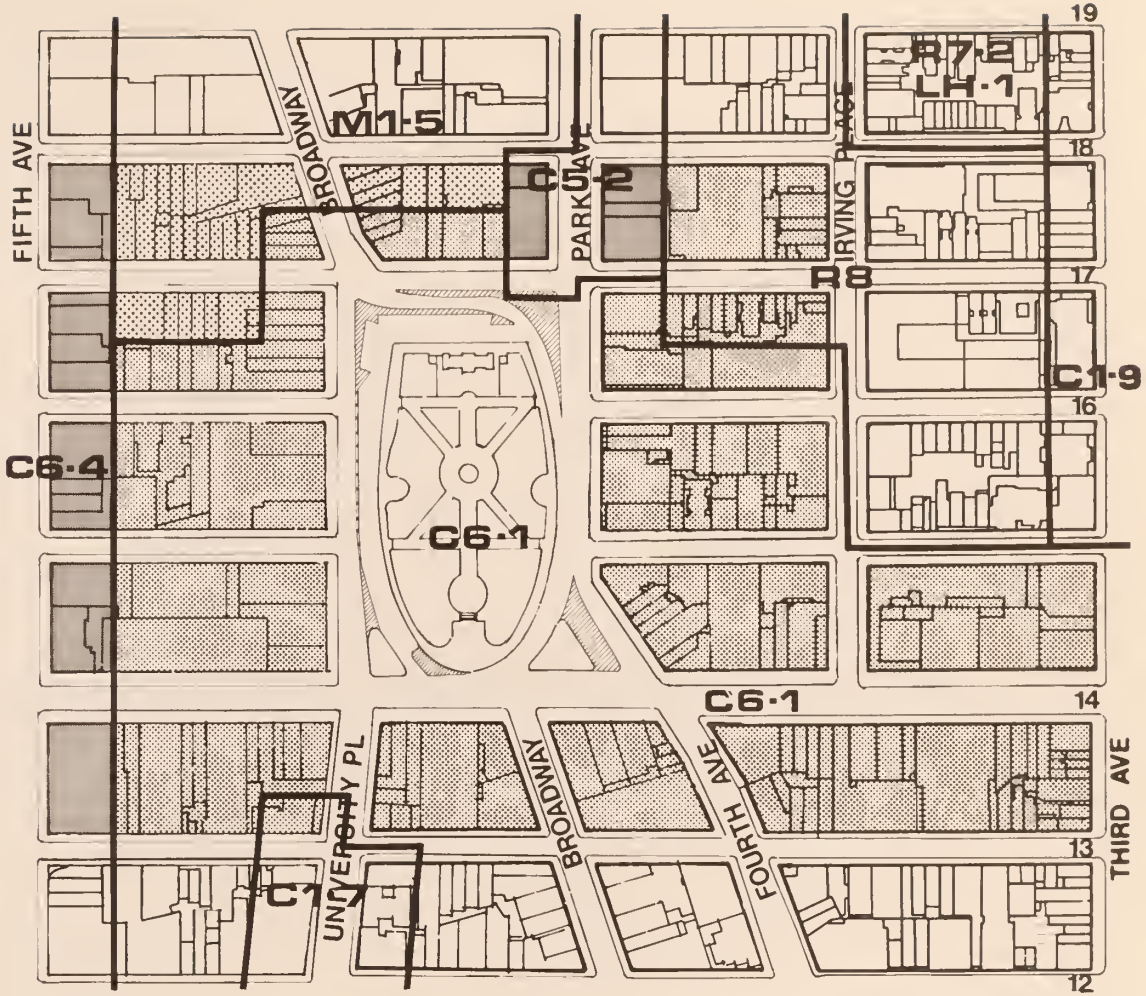
The Steering Committee and several businessmen have asked that

EXISTING ZONING

LEGEND:

- F.A.R. 5.0
- F.A.R. 6.0
- F.A.R. 10.0

SCALE 1"=300'



Map 6

the City conduct an analysis of the zoning to determine the impact of the existing zoning on development.

The last projects built in Union Square were two luxury apartment houses -- one on the southeast corner of 14th Street and Fourth Avenue, the other on 14th Street just west of Union Square. Both benefited from the grace period attached to the 1961 Zoning Resolution, which extended the old regulations to cover certain projects started by 1964. Many sites surrounding Union Square are developed at densities below capacity. However, some of the older structures -- especially on Park Avenue South -- embody FAR's of 12, 16 and even 20. Here and there an office building is being converted to residential space, usually via special permit from the Board of Standards and Appeals.[6] It is in the interest of Union Square that this type of conversion generally be encouraged.

Mass Transit and Accessibility

As the junction of three subway and seven bus lines, Union Square has rare locational advantages (see Map 7). The 14th Street station is a transfer point connecting IRT, BMT and Canarsie line trains. According to turnstile counts compiled by the Transit Authority, 56,575 people used the 14th Street station on an average day in 1975. Ridership has declined from 17 million to just under 16 million since 1973, although this pattern is also true citywide.

The station environment is seriously deficient. Its maze-like structure -- the result of gradual and piecemeal development -- is compounded by baffling signs, dim lighting, the competing pungencies of open food stands and an uncomfortable sense of enclosure caused by the low mezzanine ceiling (see Map 8). Pedestrians make their way to and from the six entry stairways linking the station with the street overhead. The noise level on the station platforms is among the most uncomfortably high in the city. Finally, the mezzanine wastes space in such under-utilized areas as the long (nearly 500 feet) corridor linking the East 16th Street entry with the 14th Street mezzanine. An analysis of mezzanine use indicates that a solution to the station's problems must be aimed at the centers of congestion and confusion created at the various points where passageways meet or become too narrow (see Map 9).

A shoppers' survey conducted on 14th Street by the City Planning Department indicated the unattractiveness of the subway station discouraged many shoppers from going to Union Square.

Circulation of Pedestrians and Vehicles

Observations of street circulation in 1974 showed the heaviest pedestrian movements along 14th Street, on the south side near Mays department store and on the north side near Klein's (see Map 10). The subway entrances, especially on 14th Street, are heavily used. Somewhat lighter crowds concentrate on East 16th Street, between Union Square East and Irving Place, where a social welfare center serves clients; and on Union Square West at 16th Street, the site of a subway entrance.

The overriding problem of street circulation is the frequency of conflicts between pedestrians and vehicles. The worst area is Union Square East (see Map 11). Here, seven lanes of two-way traffic challenge people seeking to cross at any of the four intersections between 14th and 17th Streets. Southbound traffic here moves into a weaving pattern approaching 14th Street, where a three-way choice of direction brings vehicles into contact with pedestrians. The location of a heavily used subway entrance at the

6 New York Times, March 30, 1975. News story, real estate section, front page.

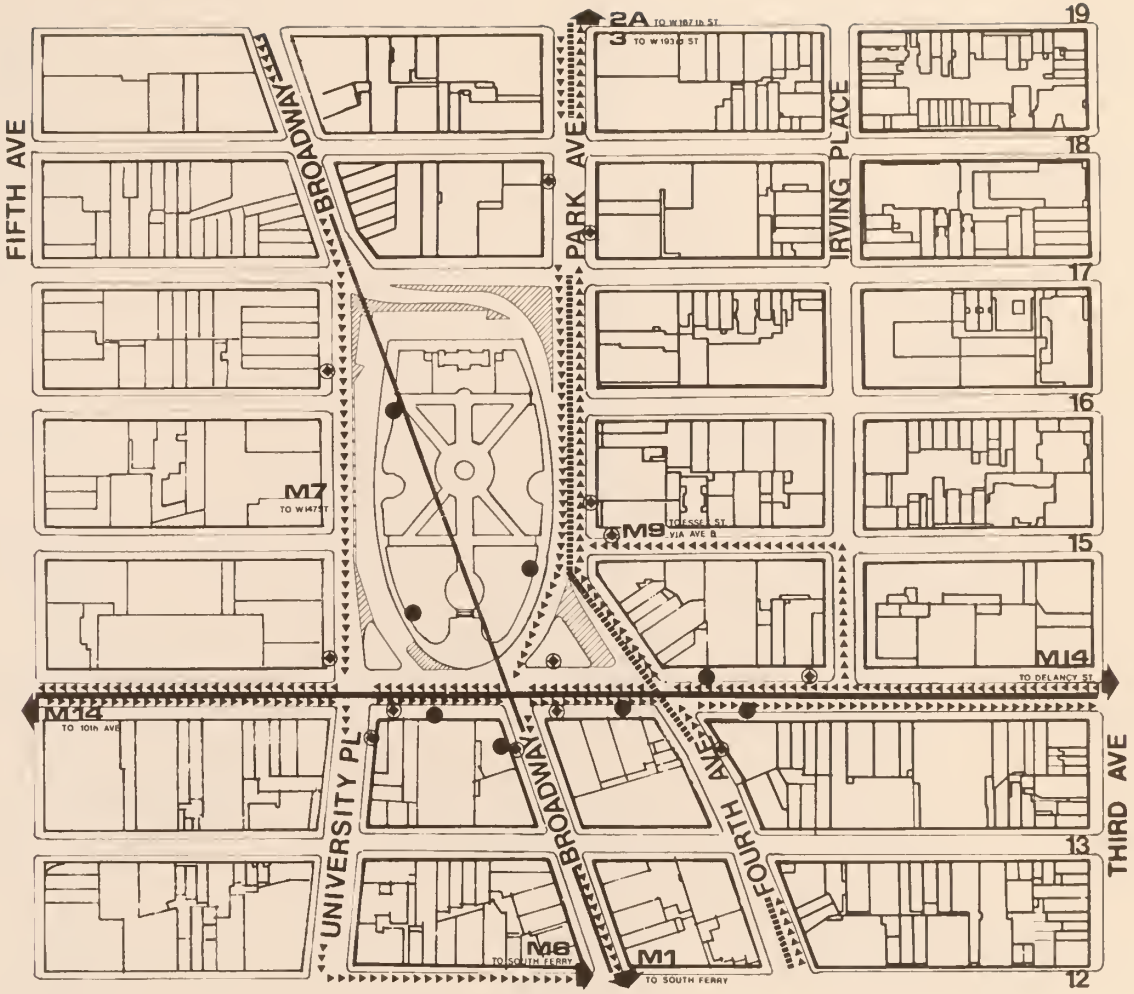
PUBLIC TRANSPORTATION

LEGEND:

SUBWAY LINES
- IRT. LEX. AVE.
- BMT. BDWY.
- BMT. CANARSIE

- BUS ROUTES
- BUS STOP
- SUBWAY EXIT

SCALE 1"=300'



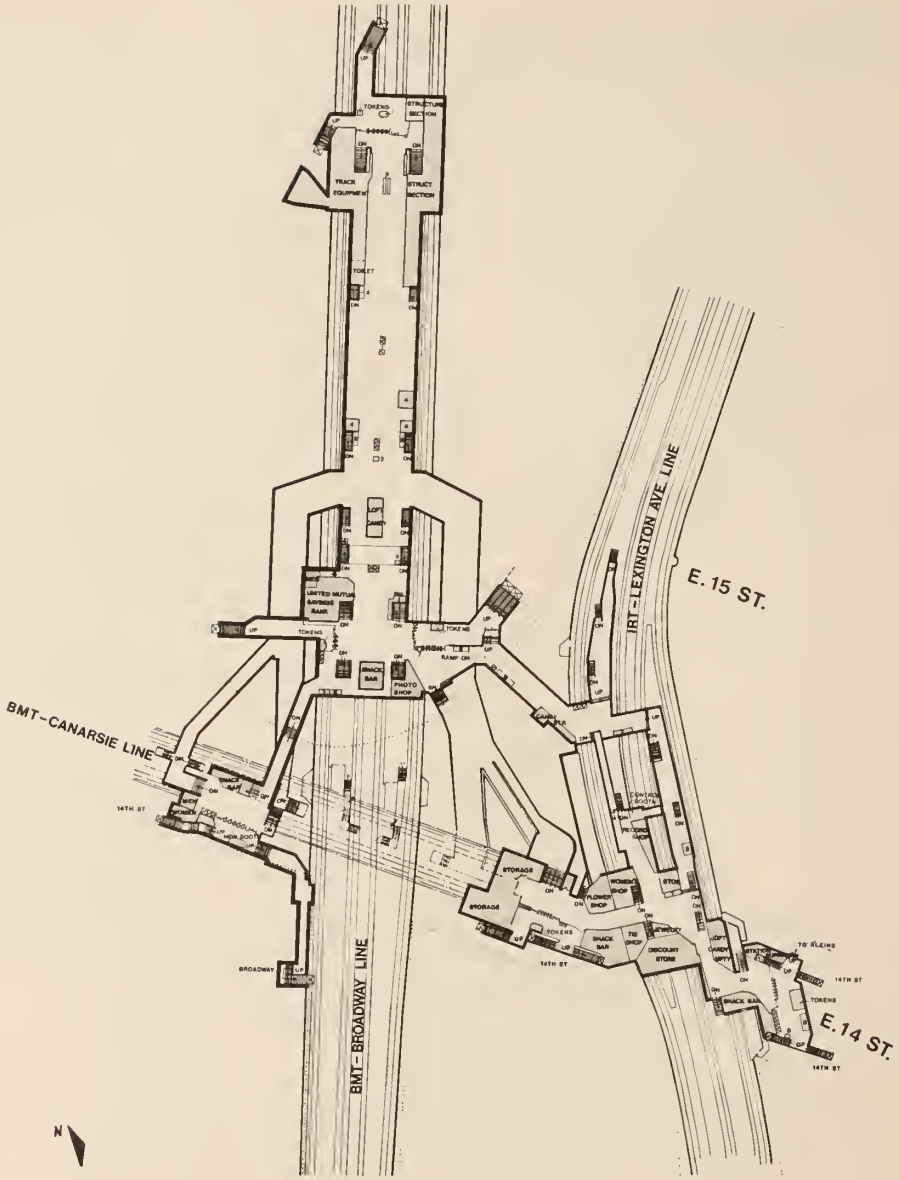
Map 7

SUBWAY STATION MEZZANINE USAGE

LEGEND:

- ⊠ PHONE
- 1 NEWSPAPER STAND
- 2 PHOTO BOOTH
- 3 PORTER
- 4 STATION STORAGE
- 5 PRETZEL BOOTH
- 6 SHOE SHINE
- 7 ICE CREAM
- 8 LOCKERS
- 9 BENCHES

SCALE 1"=120'



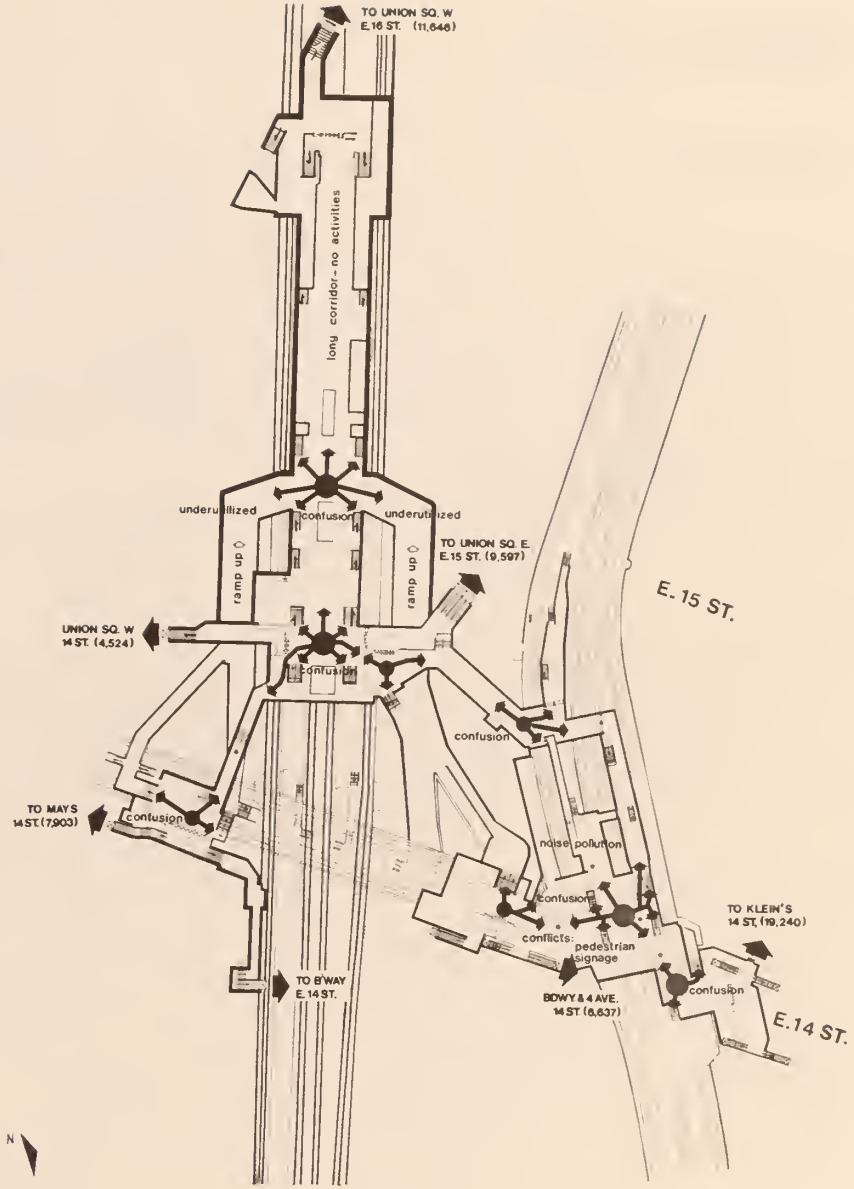
Map 8

SUBWAY STATION ISSUE AREAS

LEGEND:

- DECISION POINTS
- BOTTLENECKS
- NARROW
- (0) TURNSTILE COUNTS

SCALE 1"=120'



Map 9

STREET LEVEL PEDESTRIAN FLOW

LEGEND:

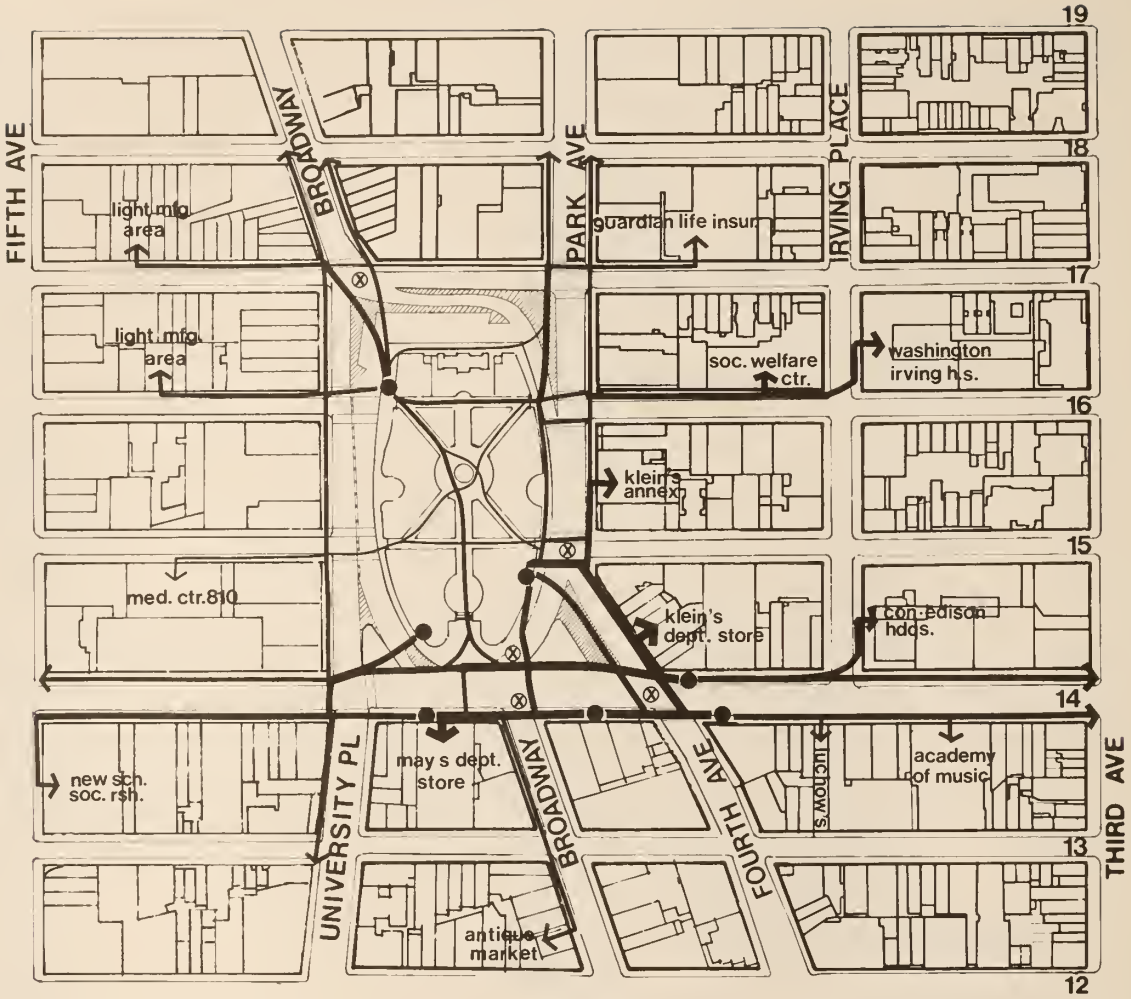
- LIGHT
- MEDIUM
- MEDIUM-HEAVY
- HEAVY

- SUBWAY EXIT
- PED. CONFLICT

NOTES

BASED ON WEEK DAY RUSH HOUR PEDESTRIAN SAMPLES. CONFLICTS BASED ON TRAFFIC ACCIDENT REPORT 1967–71

SCALE 1" = 300'



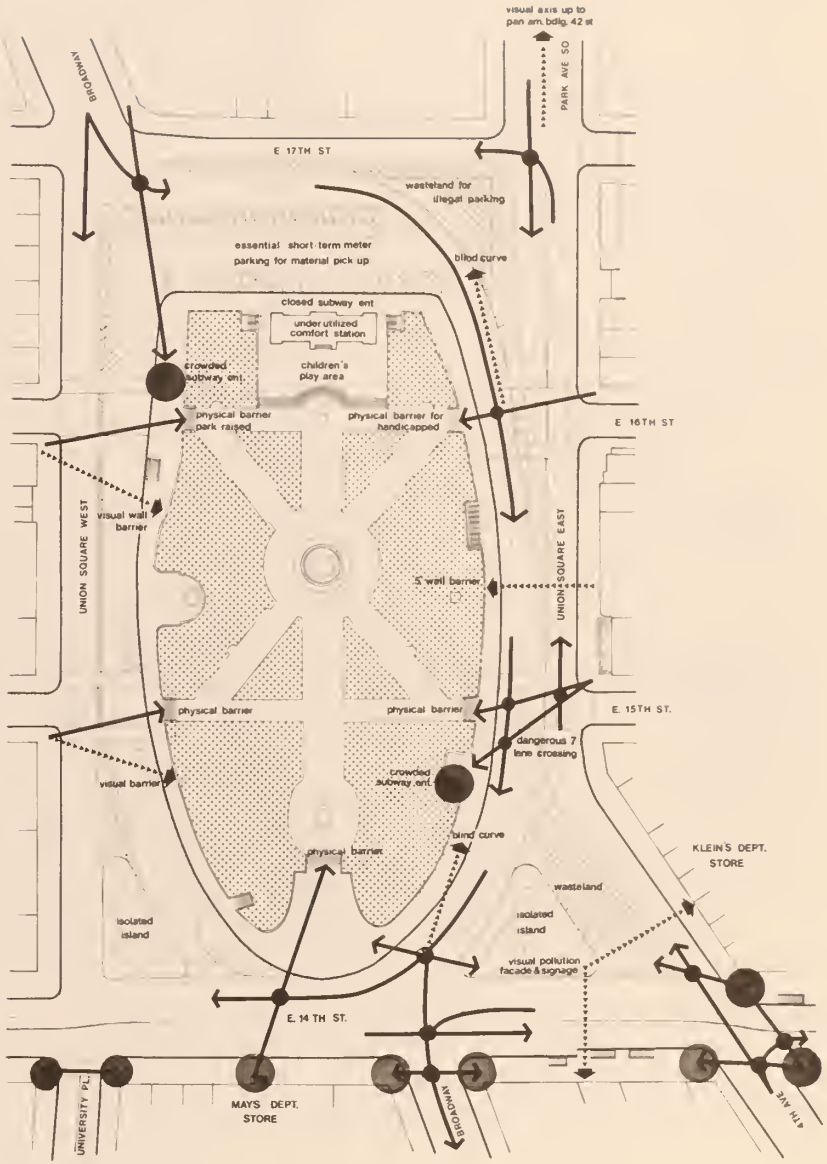
Map 10

PARK ISSUE AREAS

LEGEND:

- VISUAL
- VEHICULAR
- PEDESTRIAN
- NODES
- CONFLICTS

SCALE 1" = 120'



Map 11

eastern edge of Union Square Park multiplies the frictions.

At the northern periphery of the park, cars exiting from the street parking spaces on 17th Street must merge with eastbound traffic from Broadway. These cars pull into the stream on the blind side of eastbound drivers; they then must navigate around the motorcycle parking area in the northeast tip of Union Square Park, joining the southbound vehicles from Park Avenue South.

By contrast with the heavy volumes east of the park, Union Square West is underutilized and could well absorb increased traffic, as Table 2 shows.

Table 2. Key Intersections in Union Square: 1975 By Volume and Capacity

Intersection	Peak-Hour Volume	Capacity
Broadway at 17th Street	700	2.000
Park Avenue South at 17th Street	690	1.470
17th Street leg at Union Square	240	830
Union Square West at 14th Street	370	1.280

Source: Data in memo from Transportation Planning Section, using traffic counts of Traffic Department, March 1975.

Union Square West, with light peak-hour volumes and light pedestrian flow, could easily absorb an increased traffic load. There would be no problem in diverting southbound cars from Park Avenue South to Union Square West, by reversing the traffic direction on 17th Street between Broadway and Union Square East.

The heaviest traffic volumes occur on Union Square East, where a City Planning Department survey indicated that southbound vehicles numbered an average of more than 1,100 per hour and northbound vehicles averaged 1,000 per hour. Observations were taken during three successive evening peak hours in March 1974 (see Map 12). Pedestrians must navigate the seven lanes of heavy traffic on this roadway. Fourteenth Street carried about half as much traffic as Union Square East: 500 cars, trucks and buses per hour traveled east, and the same number moved west on 14th Street, during peak times.

Seventeenth Street, the northern boundary of the park, serves two main functions: it carries traffic easterly from Broadway into Union Square and it provides for short-term metered parking serving area office buildings. Southbound traffic from Broadway must pass the parking area, avoiding contact with vehicles entering or leaving; swing around the motorcycle parking area in a triangle at the intersection of 17th Street and Union Square East; travel downtown through Union Square East to 14th Street, where they can turn either east or west or continue through the intersection to lower Broadway. Parallel with this stream is the Park Avenue South downtown traffic, which also enters Union Square East at 17th Street.

The lightest traffic flow is on Union Square West, where the average hourly volume was 370 vehicles, far below its estimated capacity of 1,280 vehicles per hour. Southbound cars from Broadway and northbound cars from 14th Street use this side of the Square. Angle parking adjacent to the Park is one more barrier to potential enjoyment of the open space.

The conflict between cars and pedestrians is exacerbated by unclear and insufficient traffic signs, awkward pedestrian crossings and the inadequacy of curb cuts to aid the passage of

TRAFFIC FLOW

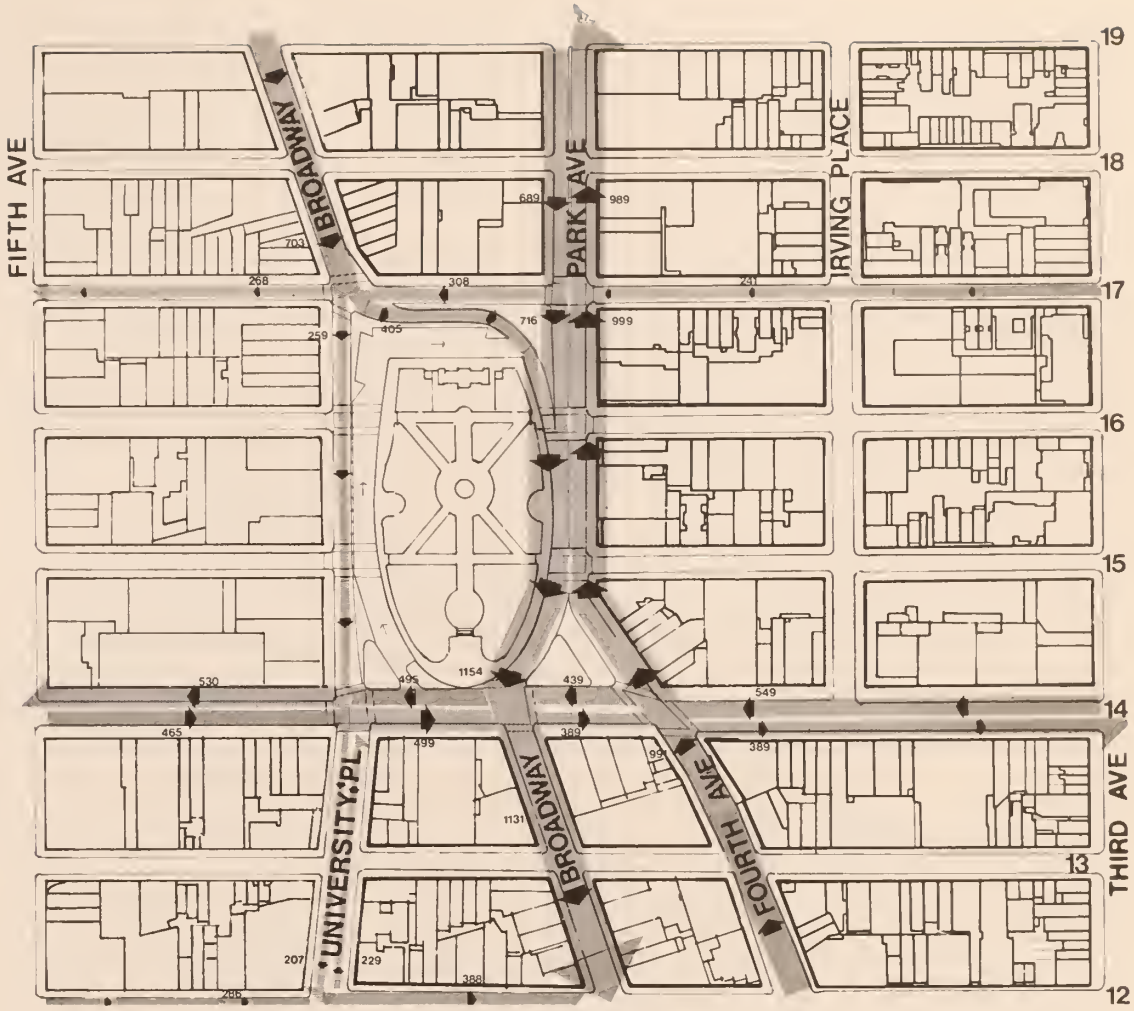
LEGEND:

- TRAFFIC VOLUME
- VEHICULAR COUNTS PER HOUR
- DIRECTION OF FLOW

NOTE

TRAFFIC COUNT TAKEN MARCH 1974, TUESDAY-THURSDAY, 5:00-6:00 P.M.

SCALE 1"=300'



Map 12

wheelchairs of handicapped and elderly people. Stairs to the subway and to Union Square Park are severe obstacles to these persons.

Union Square Park

The Department of Parks, Recreation and Cultural Affairs had budgeted design funds for the redevelopment of the Park, a project with an estimated cost of $600,000 in 1974-75. Earlier, Community Board 5 had initiated a park study through a contract with a planning consultant. The Board gave top priority that year, and the two subsequent years, to renovation of the park, in its community priorities request for the capital budget.

The City's fiscal crisis caused the rescindment of these funds, but the problems persist: bleakness, difficult access, underutilized play area, nonfunctioning fountain and a general lack of attractive activity centers (see Map 11). For the most part, the park today is a gathering place for indigent men whose presence further tends to discourage others from enjoying quiet moments inside the walled open space.

Physical Obstacles

Handicapped people, the elderly and children are the most vulnerable to obstacles on the walks and park lanes of Union Square. Subway entrances obstruct the busiest corners. Sidewalks are blocked by utility light poles, hydrants, cracks in the concrete, unlicensed vendors, and awkward bus-loading stops. High curbs lack the ramps or slopes which facilitate wheelchair or carriage movements. There are few amenities, such as covered arcades for weather protection.

Parking

Available parking in and near Union Square totals more than 1800 spaces, distributed in public lots and garages, private garages and metered parking spaces; motorcycles park legally at the northeast tip of the Park (see Map 13), where illegal automobile parking presents a traffic obstacle. In addition there are 66 parking spaces for motorcycles at various places around the Square.

The table below shows the space allocation for automobiles.

Table 3. Parking Space in Union Square

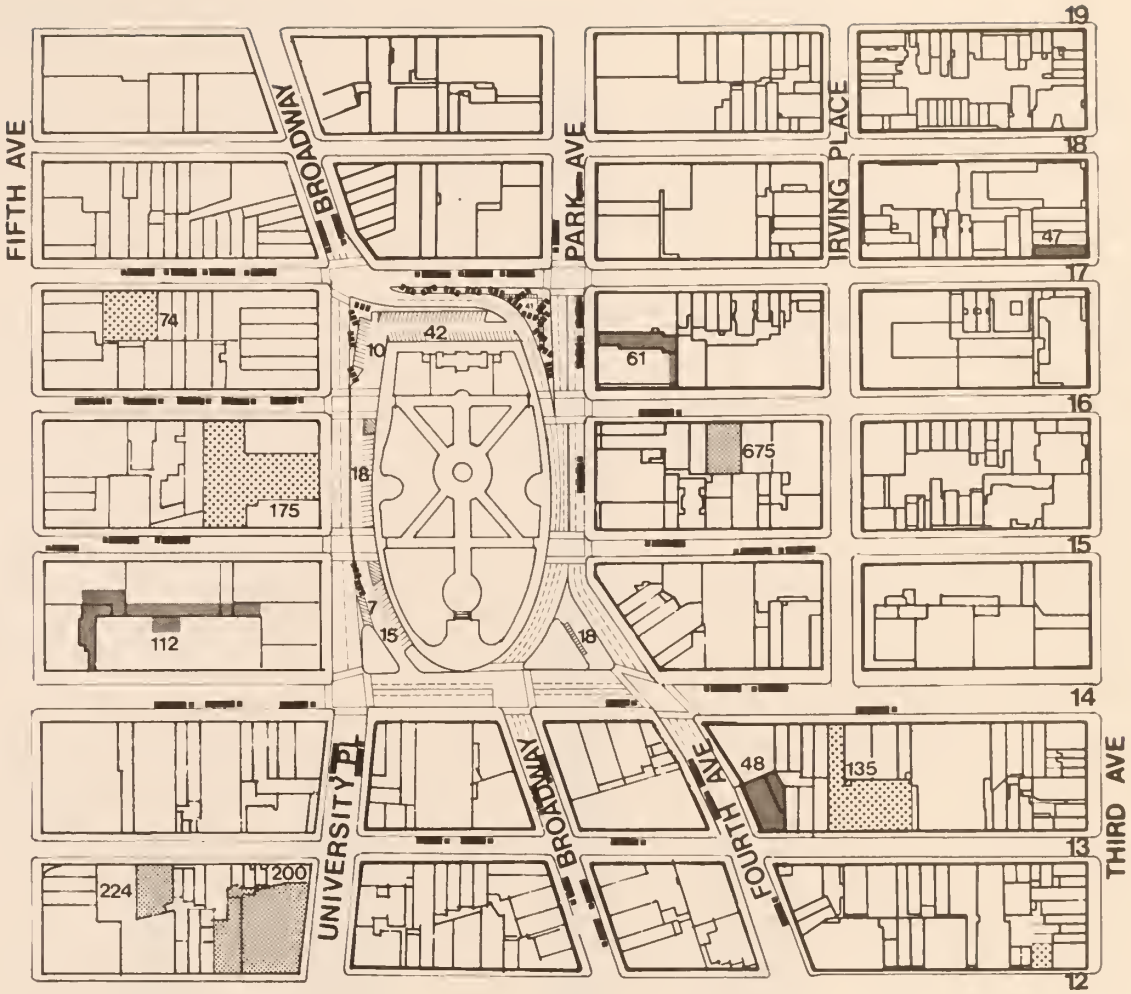
Public lots	384
Public garages	1,099
Private garages	269
On-street (park periphery)	85
Total	**1,837 spaces**

PARKING

LEGEND:

- PUBLIC LOT
- PUBLIC GARAGE
- PRIVATE GARAGE
- PARKING SPACES
- ILLEGAL PARKING
- TRUCK LOADING

SCALE 1"=300'



Map 13

Housing

Underdeveloped neighborhoods are the frontier of New York City. Union Square, from a planning perspective, is a potentially desirable neighborhood for new or rehabilitated housing. It is not developed to the full extent allowed under the zoning, nor is it so densely populated as adjoining residential neighborhoods.

A survey conducted to estimate the marketability of housing in Union Square yielded the following chief findings:

- The scarcity of public and private financing will make the development of new construction projects very difficult. Public financing of new projects must be ruled out.
- New construction with conventional financing must rent for about $150 per room per month.
- High income households that could afford these units are more likely to be attracted to the Upper East Side or other established, prestigious neighborhoods.

The S. Klein department store, which is expected to be rehabilitated by a new lessee, occupies a prime site at the southeast corner of Union Square. It would be suitable for combined use as a department store and housing. At this writing the announced plans do not extend beyond short-term renovation of the department store.

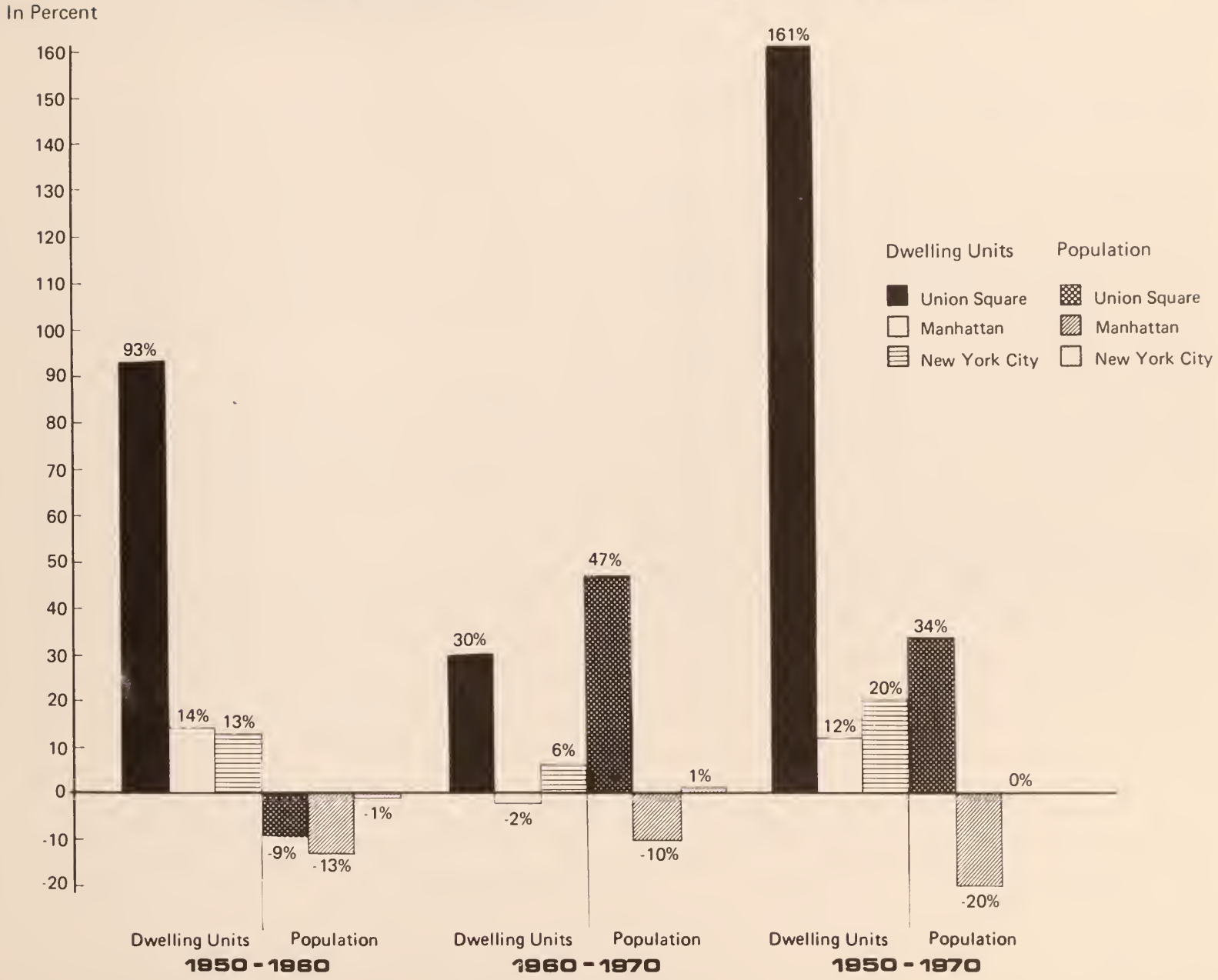
Less costly than new construction would be conversion of vacant industrial lofts and commercial office buildings into housing units. One such building at 31 Union Square West is already being converted into 140 apartments, using conventional financing. The developer expects these units to rent at about $135 per room per month when the conversion is completed in 1976. Surveys indicate that there is a market in this part of Manhattan for such housing. Operating in the private market of loft conversion and rehabilitation, smaller developers and individual cooperators can produce housing at lower costs than major builders of new construction today.

The best opportunity for moderate-cost housing at this point is rehabilitation and conversion of the lofts and office buildings surrounding Union Square and its side streets. This is allowed under the C6 zoning for most of Union Square. Of the existing 137 industrial loft and ware house buildings in the Union Square area now, 24 have been converted to residential lofts and many more could be. Conversions are occurring in vacant buildings, not in those with viable industrial operations. A sign of the obsolescence of lofts for commercial and industrial uses in the central business district is the combination of low rents -- less than $1.90 a square foot -- and persisting high vacancy rates.

Private developers are the chief sponsors of loft conversion; mortgage funds come from the conventional market. Residential uses of lofts yield higher rents than industrial uses. To date, these rent levels are competitive with new conventional apartments, especially for a certain type of buying public that prefers this kind of residence.

The City Planning Department surveyed the area of the four census tracts surrounding and encompassing Union Square to determine what kind of market for new housing there might be (see Map 4). This area, which will be called the Extended Area, is bounded on the north by East 22nd Street, on the south by East 10th Street, on the east by Third Avenue and on the west by Fifth Avenue. The territory is slightly larger than the study area of

Chart 1 **CHANGES IN NUMBER OF D.U.s AND POPULATION**



the report, whose northern boundary is 19th Street and the southern, 12th Street. Other resources were the Sanborn Vacant Building File, the New York City Multiple Dwelling File, the New York City Land Use File and field survey. Among the key indicators checked were population, income, housing stock, tax revenue, construction activity and community facilities.

The number of housing units in Union Square rose from 3,186 in 1970 to 3,961 in 1975, an increase of 24 per cent. Many of these came from loft conversions - often done without building permits - as well as brownstone rehabilitations on the side streets leading to the Square. More than three-quarters of all units (3,021) have elevator service. By Manhattan standards, buildings in the Union Square area are relatively new. About 48 per cent of the units were built after 1949, compared to 24 per cent in Manhattan and 26 per cent of all buildings in New York City. Between 1960 and 1964, including the grace period following the adoption of the 1961 Zoning Resolution, more than 2,000 units were completed.

Census reports estimate the vacancy rate in Union Square at less than one per cent in 1969. However, recent field surveys indicate that vacancies in luxury buildings have risen since then, especially for units larger than 3½ rooms which rent for more than $100 a room.

RECOMMENDATIONS

New York City's options in Union Square are minimal because the ordinary source of funds, the capital budget, is unavailable for any improvements to the park, the streets, the subway station and the surrounding property. Nevertheless -- and despite the general depression of the economy -- Union Square's essential vitality has begun to assert itself without assistance from the City. The opening of a large new bookstore, the prospect of the reopening of a store at the old Klein premises, and the conversion of an office building to apartments are extraordinary at a time when there is very little development in the city.

Our proposals are meant to encourage these signs of growth. They are modest but they complement the changes that are beginning in Union Square. In this way, a little effort from the City -- from personnel already on the payroll and from existing budgets -- can contribute to the regeneration even when major capital improvements are unthinkable.

At the same time, one of the responsibilities of planning is to say what ought to be done if the money were available, and we have done so in this report with a series of intermediate and long-term recommendations. In view of New York City's fiscal strangulation, creative new ways of financing projects, with increased assistance from the Federal government and new alliances of public and private means, will have to be found to bring these proposals to life.

Even though the cost has become the first criterion of any City project, the staging of proposals in the report also refers to the time in which they might be effectuated, based on urgency and the magnitude of the work. Thus, roughly, short-term targets should be met in one to five years, intermediate targets in five to ten years, long-term targets in 10 or more years.

These proposals have been based on the following objectives:

1. Examine and improve use of the street as a community amenity, with emphasis on pedestrian satisfaction.

2. Analyze the functioning of the street as a support system for economic activities.

3. Capitalize on existing elements worthy of preservation.

4. Analyze and improve Union Square and the subway station beneath it.

5. Develop protoypical physical designs, guidelines for zoning and other legislation, and broad policies tuned to attain the community objectives.

6. Create a climate for redevelopment, private and public.

Specific Recommendations to Achieve Objectives

Rechannel traffic through and around Union Square, for greater efficiency and safer pedestrian movement (see Map 14).

A comparison of peak hour volumes and capacities shows that all the intersections at Union Square are underutilized. The following changes are proposed:

Short-term Strategies:

- Convert Union Square West to one-way southbound and Union Square East to one-way northbound.
- At 17th Street, direct southbound traffic from Park Avenue South and Broadway to enter Union Square West. Traffic in right lanes will move due south, crossing the intersection at 14th Street and proceeding on University Place, or to other points along 14th Street.
- Southbound traffic in left lanes of Union Square West will continue directly downtown to 14th Street and lower Broadway.
- Northbound traffic from Fourth Avenue (now one-way) will either turn at 14th Street or cross through the intersection, traveling north on Union Square East, to Park Avenue South.
- Relocate car and motorcycle parking spaces on the periphery of Union Square Park.

The Traffic Department has given preliminary approval to the concept and is conducting a traffic study.

Intermediate or Long-term Strategies:

- Encourage a private developer to construct a garage to absorb the 85 parking spaces now occupying roadbed around all but the southern edge of the park. This might be located on 17th Street, adjacent to the northern edge of the park and partially submerged in the excavation between the IRT and BMT subway lines now operating beneath the Park.

Funding: Minimal costs for new signage. There is an opportunity to rechannel traffic at a relatively early date.

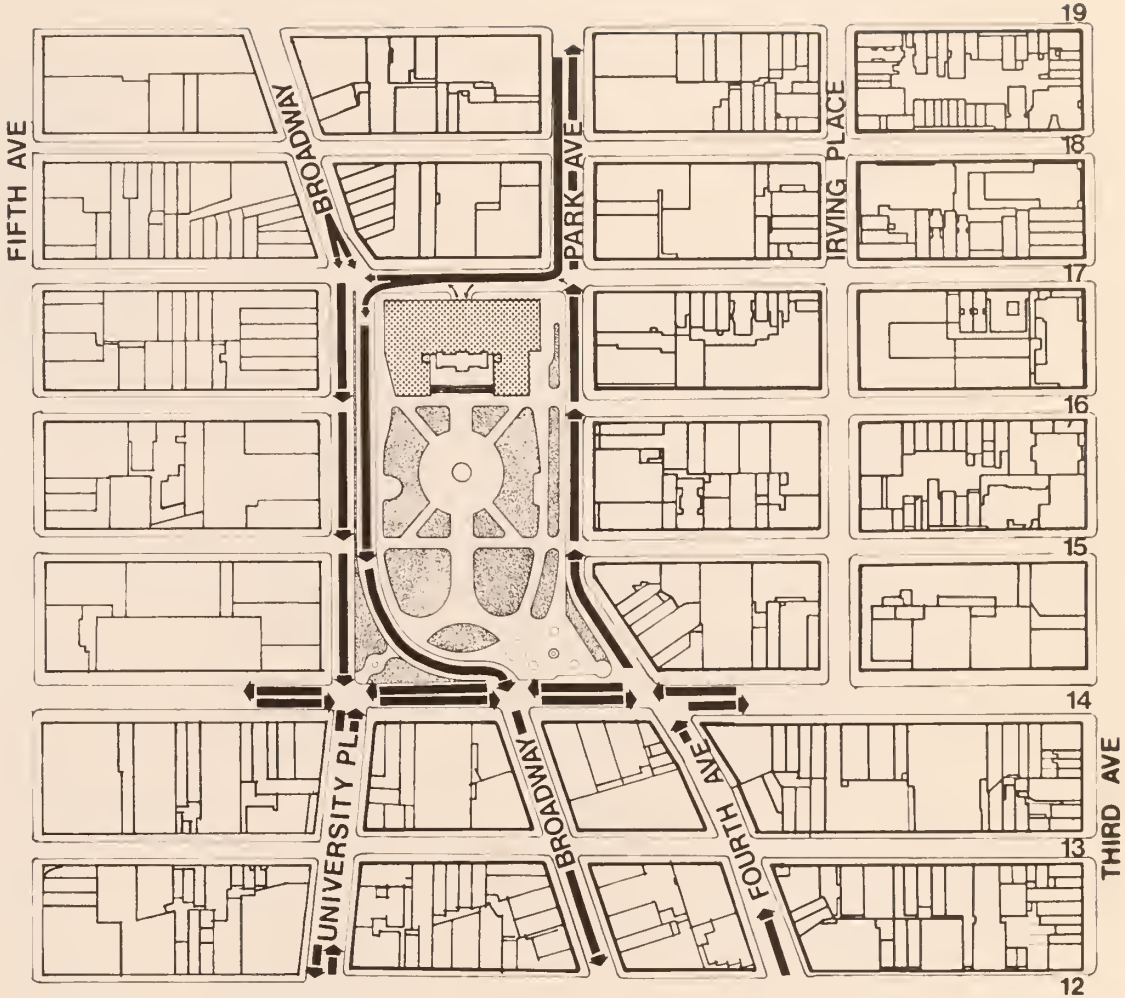
If a garage receives a favorable environmental review report, it would have to be built privately. A lease-back arrangement with the City, to permit use of public land, could be feasible. The State Environmental Conservation Department must approve any new garage built in New York.

PROPOSED TRAFFIC AND PARKING

LEGEND:

- RECREATION PLATFORM OVER GARAGE
- PARK RENOVATION
- TRAFFIC FLOW

SCALE 1"=300'



Map 14

Upgrade the streets as a community amenity. Improve the safety, appearance and utility of sidewalks and pedestrian walkways (see map 15).

Short-term Strategies:

- Slope curb cuts at intersections (14th to 17th Streets), to free movement for elderly or handicapped persons (walking or in wheelchairs).
- Eliminate or relocate obstacles which impede pedestrian flow.
- Resurface sidewalks to remove cracks and unevenness.
- Design sitting areas with benches, shade trees, map boards and suitable lighting.
- Create and maintain a landscaped belt around the sidewalk periphery to act as both an amenity and a margin between vehicular lanes and walkways.

Intermediate Strategies:

- Widen sidewalk at southern edge of park; construct indented bus stop on 14th Street at Union Square East.

Long Range Strategies:

- Construct street arcades related to landscaping, seating and pedestrians (Fig. 1).

Fig. 1

Funding: Private property owners are legally responsible for the maintenance of sidewalks. Union Square owners could be invited to upgrade their sidewalks in accordance with a unified plan. An owners' association might consider a covenant for sidewalk improvements, maintenance and subsidy.

Sloped curb cuts can be financed from Department of Highways lump sum budget at minimal cost.

Improve Union Square Park (see Map 15).

Short-term Strategies:

- Restore the centerpiece flagpole, a memorial to the 150th anniversary of the United States, which features the Declaration of Independence engraved in bronze.
- To restore openness and visual security to the Park, relocate the tall border hedge which now obscures the interior (Fig. 2).

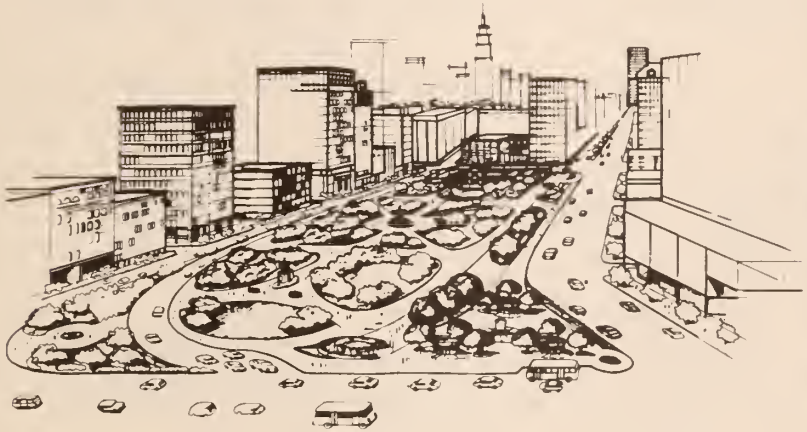
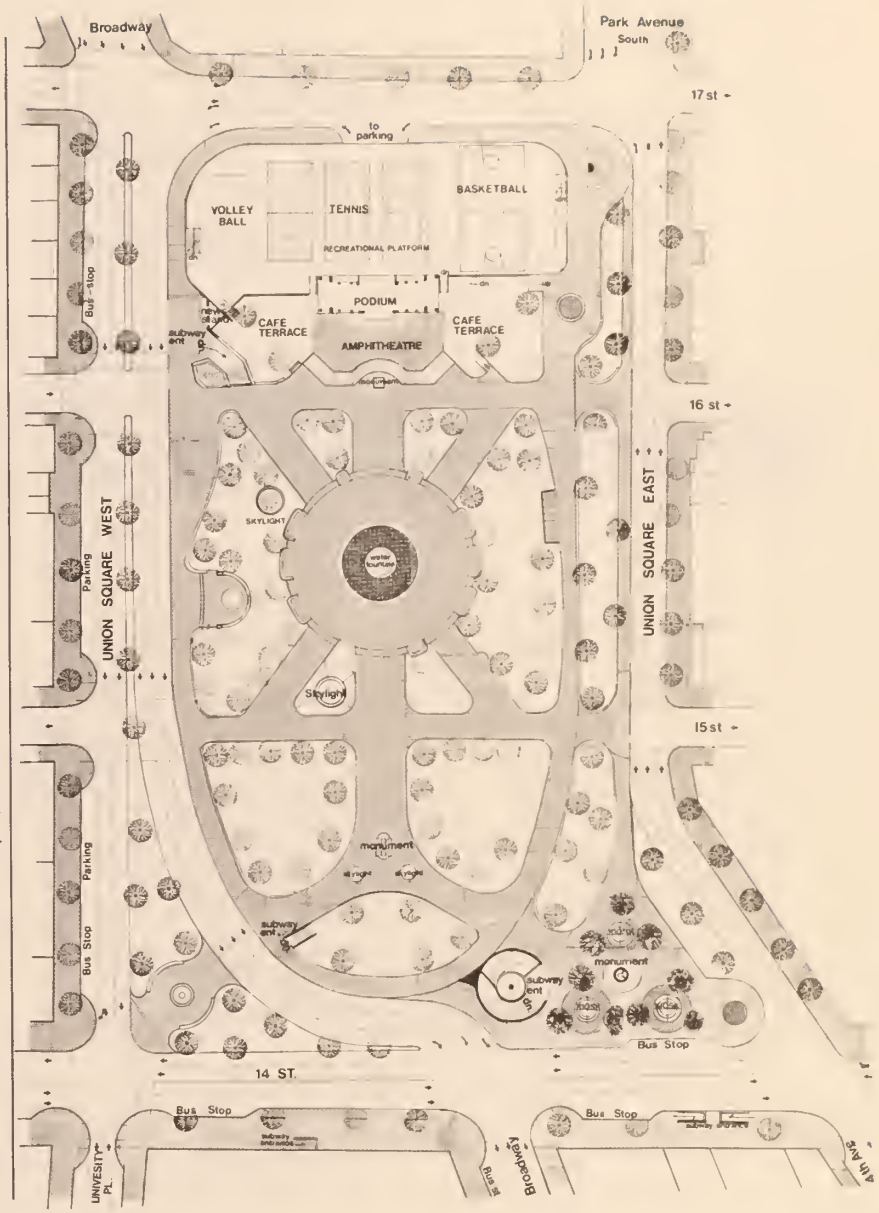


Fig. 2

PROPDSED PARK AND STREET IMPROVEMENTS

SCALE 1"=120'



Map 15

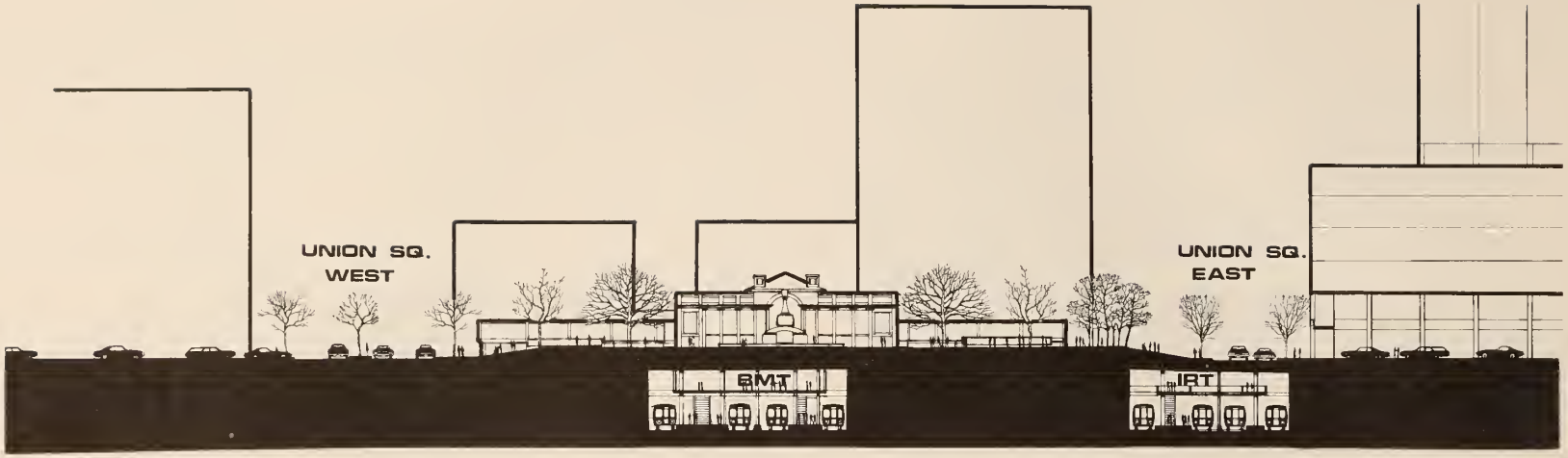


Fig. 3

PROPOSED PARK REGRADING 1″=100′

Repave the paths and replace worn benches and lighting.

- Encourage citizens' groups to introduce activity programs.

Intermediate Strategies:

- Expand total park acreage through such measures as:

  1. Relocating peripheral parking.
  2. Extending parkland to present curb by grading slope, sodding and defining the new park edge.
  3. Replacing steps with ramps (see Fig. 3).
  4. Studying feasibility of removing stone wall around park.
  5. Planning and installing new landscaping at edge and within the Park.
  6. Extending present traffic island into parkland at southeastern corner of Park, sodding and integrating design.

- Transform the traffic island into a food vendors' kiosk cluster, with benches and overhead protection (Fig. 4).
- Realign curbs and catchment basins along the new park boundaries.
- Renovate the amphitheater podium at the northern edge of the park for a desirable new use, such as a music center, cafe, and outdoor assembly place (Fig. 15).

PROPOSED VENDOR'S KIOSK CLUSTER

Fig. 4

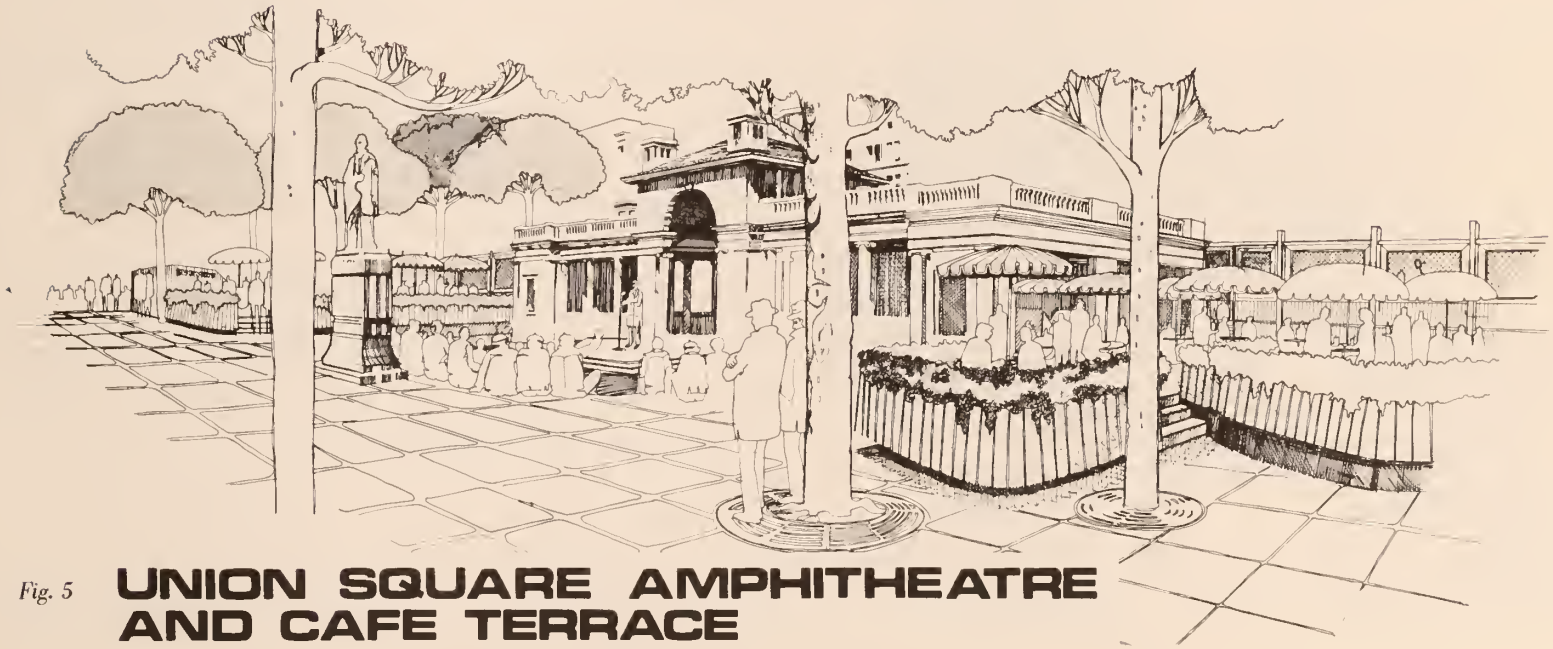


Fig. 5 **UNION SQUARE AMPHITHEATRE AND CAFE TERRACE**

- To improve access to the children's playground and to free the amphitheater at the north end of the Park, relocate the playground to a point near the southern entrance.

- Construct a recreational deck on the recommended garage roof on 17th Street, possibly to lease for tennis courts or other use. The Parks Department has proposed to restore the memorial flagpole and has made a preliminary design for the project which is being reviewed in the light of budget limitations.

Funding: The regular maintenance program of Parks, Recreation and Cultural Affairs Department might be able to accomplish the short-term tasks. Private development is the only possibility for constructing the garage-tennis deck.

Capital budget funds (1974-75) totaling $600,000 were allocated to Union Square Park and rescinded during the 1975 financial crunch. As the economic situation improves, restoration of funds could be sought. Citizens groups such as The Parks Council are interested in stimulating donations for park betterment.

Encourage mixed-use development, with a residential component in new or rehabilitated structures for commercial and office use.

Short-term Strategies:

- Discuss opportunities in the study area with potential developers. Provide appropriate technical assistance with land-use planning.

- Select tools for catalyzing development, including zoning, tax abatement and increasing the supply of mortgage funds by local financial institutions.

Intermediate Strategies:

- Enlist the real estate industry in effort to market new or rehabilitated housing units.

Funding: City Planning Department, Economic Development Administration, Housing and Development Administration can provide staff work to achieve short-term goals. However, until the economy revives and with it, the construction industry, the intermediate objective will seem remote.

Modernize the Union Square subway station (see Map 16).

Short-term Strategies:

- Devise subway easement legislation (Fig. 6).

- Design and install legible bi-lingual signage and subway maps including Spanish.

- Paint walls, beams and ceilings.

- Improve lighting.

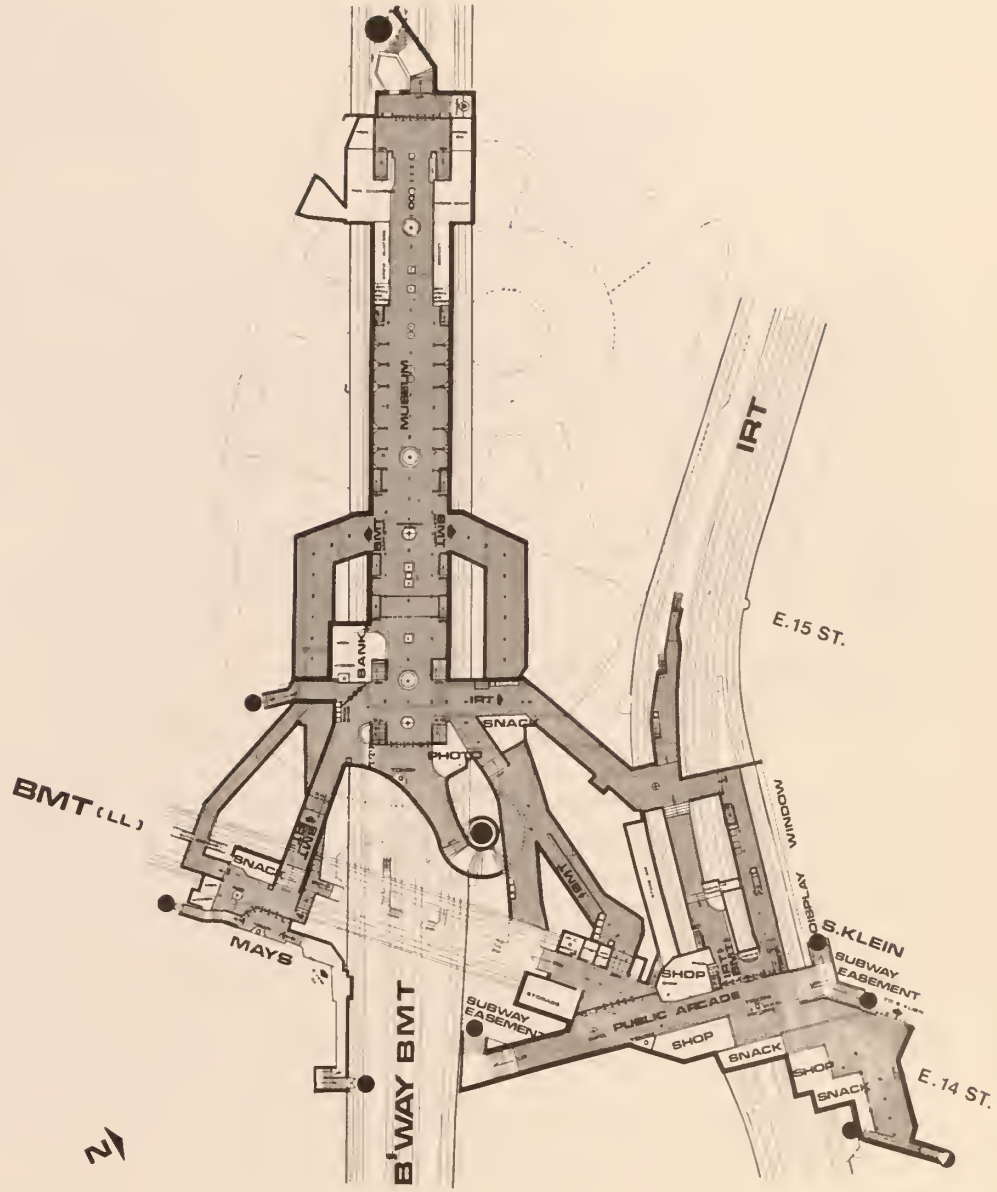
- Install show-cases or small boutiques in wide corridor linking 14th Street mezzanine with the subway entrance at 16th Street

SUBWAY STATION PROPOSED MEZZANINE USAGE

LEGEND

- FARE CONTROL
- TOKEN BOOTH
- GARBAGE
- TELEPHONE
- INFORMATION
- SKYLIGHT
- SUBWAY EXIT

SCALE 1"=120'



Map 16

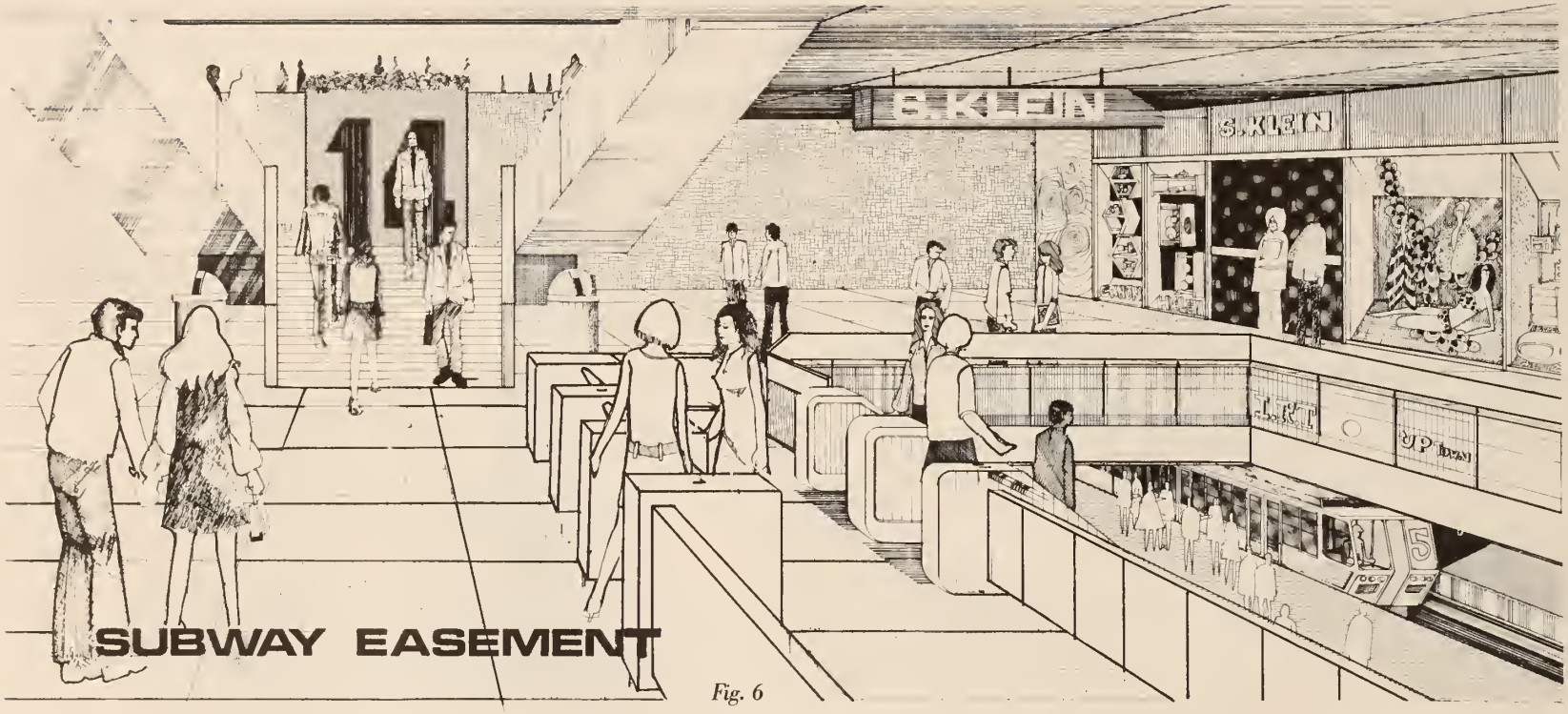


Fig. 6

and Union Square West. This area could serve as exhibition or display windows. Alternatively, an exhibit of historic photographs of the labor movement rallies and other public events in Union Square could be mounted along corridor walls.

- Install guard rails designed for handicapped people.

Intermediate Strategies:

- Construct wide, functional subway entrances, within building property lines whenever practical according to easement terms.
- Apply acoustical treatment to reduce noise.
- Resurface walls and floors with bright, easy-to-clean materials, such as terrazzo tile.
- Construct elevator from street to mezzanine for handicapped and elderly persons.
- Install ventilation in station. One means should be skylights above mezzanine corridor opening to Park (Fig. 7).

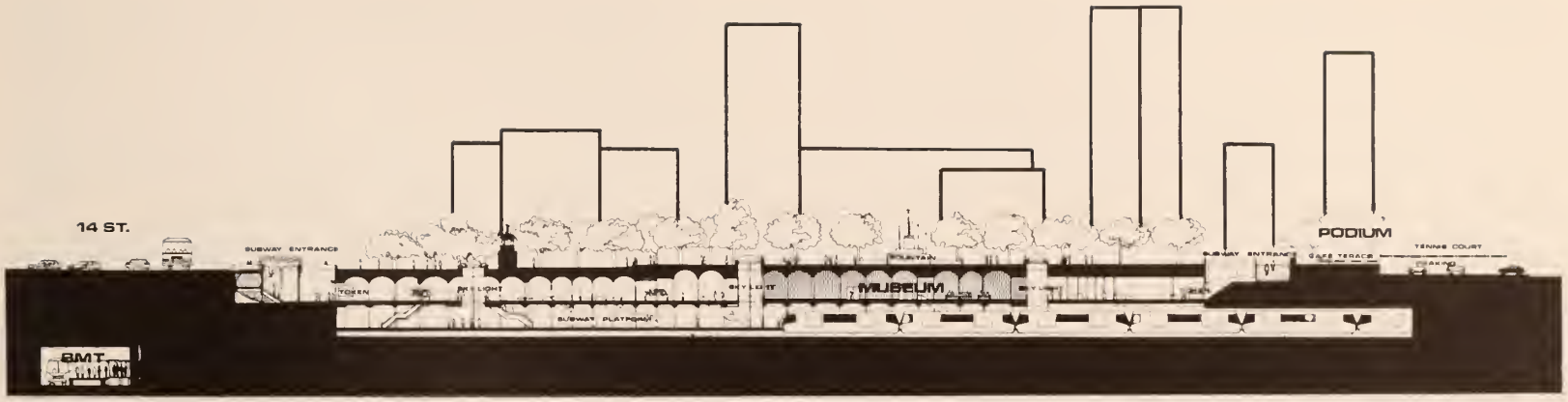


Fig. 7

PROPOSED PARK–SUBWAY INTEGRATION

Long-term Strategies:

- Relocate turnstiles to create public arcades and permit passage between south and north sides of 14th Street to serve as free underground pedestrian link.

Funding: Short-term objectives might be financed from maintenance funds of the Transit Authority, if they are available. The Transit Authority has given preliminary approval to the design concepts.[7] New York City has applied for a study grant from the Urban Mass Transit Administration to prepare a six-year plan for the modernization of a number of stations throughout the City. The Union Square station has priority for improvement and would be included in a modernization program if sufficient funding assistance can be obtained from the Federal and State governments.[8]

Study the long-term implications of current development trends in relation to the prevailing zoning in Union Square.

Short-term Strategies:

- Analyze recent changes in land use and their cause-effect relation with current zoning (C6-1) in the study area.

- Develop guidelines linking desirable amenities with new and rehabilitated buildings. Incorporate into zoning or other legal instrument (Fig. 8).

Funding: The staff of the City Planning Department will conduct the zoning study.

7 Letter from C.L. Turin, Division Engineer, NYC Transit Authority. December 26, 1974.

8 "Transportation: Policy and Programs," Report of the Mayor's Policy Committee, March 20, 1975 (NYC DCP 75-07).

Fig. 8

PEDESTRIAN CIRCULATION LINKS 1" = 100'

Fig 9 Redevelopment Concept for Union Square Indicating Sites with Development Potential

Table A-1

UNION SQUARE: SELECTED POPULATION CHARACTERISTICS

U.S. Census (1970)

Census Category	Census Tract					
	42	50	52	61	Total	Average
Total Population	1,531	4,835	1,213	3,180	10,759	
Black Population (% of Total)	5.0	1.5	2.3	3.1		3.0
Number of Households	850	3,184	717	1,890	6,641	
Number In Group Quarters	7	71	7	416	501	
Persons/Household	1.79	1.50	1.68	1.46		1.544
Employed	950	3,724	1,030	1,931	7,635	
Unemployed	277	832	272	1,050	2,431	
Industry:						
Construction & Manufacturing	155	601	186	295	1,237	
Transportation & Communications	35	271	93	106	505	
Wholesale & Retail	140	513	132	234	1,019	
Services - business, personal. insurance, real estate, health, education, professional, public administration	563	2,134	567	1,125	4,389	
Other	36	78	5	107	226	
Class of Worker:						
Private wage & salary workers	745	2,858	781	1,317	5,701	
Government workers	85	448	128	278	939	
Self-employed	99	286	74	269	728	
Unpaid family workers		5		3	8	

Source: U.S. Census, 1970. Table P1.

Table A-2

UNION SQUARE: AGES OF POPULATION

U.S. Census (1970)

Census Category	Census Tract	Percent of Total Population (Within Geographic Area)	1970
AGES: 0 - 19	42		166
	50		359
	52		68
	61		707
	Union Square Extended	12.0	1,300
	Market Area	19.0	178,548
	Manhattan	24.0	372,535
	New York City	31.0	2,474,072
AGES: 20 - 24	42		320
	50		525
	52		217
	61		719
	Union Square Extended	17.0	1,781
	Market Area	9.0	87,393
	Manhattan	9.0	135,565
	New York City	8.0	649,640
AGES: 25 - 44	42		614
	50		2,264
	52		468
	61		891
	Union Square Extended	39.0	4,237
	Market Area	32.0	294,452
	Manhattan	29.0	452,699
	New York City	25.0	1,991,393

Table A-2 *(Continued)*

Census Category	Census Tract	Percent of Total Population (Within Geographic Area)	1970
AGES: 45 - 64	42		297
	50		1,136
	52		327
	61		559
	Union Square Extended	22.0	2,319
	Market Area	24.0	224,635
	Manhattan	24.0	363,461
	New York City	23.0	1,832,051
AGES: 65 and over	42		134
	50		551
	52		133
	61		304
	Union Square Extended	10.0	1,122
	Market Area	15.0	139,040
	Manhattan	14.0	214,973
	New York City	12.0	947,678

Table A-3

UNION SQUARE: HOUSING UNITS (1950 - 1975)

Census Category	Census Tract or Area	1950	1960	1970	1975
All Dwelling Units	*Union Square Impact Area			3,186	**3,961
	42	240	571	903	
	50	1,286	2,807	3,255	
	52	120	121	745	
	61	975	1,568	1,948	
	Union Square Extended	2,621	5,067	6,851	
	Market Area		541,571	478,591	
	Manhattan	635,944	727,432	714,593	
	New York City	2,433,465	2,758,116	2,924,384	
Occupied Dwelling Units	*Union Square Immediate Area			1,140	**3,922
	42	238	557	850	
	50	1,254	2,392	3,184	
	52	120	121	717	
	61	971	1,495	1,890	
	Union Square Extended	2,583	4,565	6,641	
	Market Area	-	-	458,742	
	Manhattan	624,498	695,771	687,742	
	New York City	2,352,357	2,654,445	2,836,872	
Renter Occupied D.U.'s	42	236	551	843	
	50	1,187	2,257	3,007	
	52	115	115	710	
	61	965	1,476	1,876	
	Union Square Extended	2,503	4,399	6,436	
	Market Area	-	-	421,579	
	Manhattan	610,966	699,362	640,255	
	New York City	1,907,734	2,076,572	2,167,790	

**Source: Institute for Architecture and Urban Studies*
***Department of City Planning Housing Section survey, May 1975*

Table A-4

UNION SQUARE: MEDIAN INCOME

U.S. Census (1970)

Census Category		Census Tract or Area	1950	1970
Median income of families and unrelated individuals		42	$ 1,500	$ 8,100
		50	$ 2,471	$ 9,868
		52	$ n.a.	$ 8,872
		61	$ 3,813	$ 5,888
Median, Union Square Extended Area			$ 2,471	$ 8,486
Median Income "Upper East Side"			$ 5,791	$10,884
			Median '70	**Mean '70**
Mean and Median	Brooklyn		$ 7,246	$ 8,644
	Bronx		$ 6,814	$ 8,199
	Manhattan		$ 6,718	$10,278
	Queens		$ 9,799	$11,070
	Staten Island		$10,684	$11,315

CONTENTS - TABLES, MAPS, ETC.

TABLES PAGE

1. Existing Floor Area 17
2. Key Intersections in Union Square. 26
3. Parking Space in Union Square. 28

CHART

1. Changes in Number of D.U.'s and Population. 31

APPENDIX TABLES

A1. Selected Population Characteristics (Census 1970). 46
A2. Union Square: Ages of Population. 47
A3. Housing Statistics: Housing Units 1950 - 1975 49
A4. Median Income. 50

MAPS

1. Street Revitalization Project Areas. 3
2. Neighboring Communities 8
3. Historic Points of Interest 10
4. Census Tracts 14
5. Land Use - General. 16
6. Existing Zoning 19
7. Public Transportation. 21
8. Subway Station Mezzanine Usage. 22
9. Subway Station Issue Areas 23
10. Street-Level Pedestrian Flow 24
11. Park Issue Areas 25
12. Traffic Flow. 27
13. Parking. 29
14. Proposed Traffic and Parking. 35
15. Proposed Park and Street Improvements 37
16. Subway Station: Proposed Mezzanine Usage. 41

PHOTOGRAPHS AND LITHOGRAPHS

Union Square Today 4
Union Square Park, Circa 1850 6
Union Square Park Prior to Renovation in mid-Thirties. 12
Equestrian Statue of George Washington 12
Union Square East at 14 Street 12
Union Square Park with Rally Participants
(after Park Renovation). 12
Union Square and Fourteenth Street to
Seventeenth Street, Circa 1880's. 13
Model of Union Square Redevelopment. 54

DRAWINGS

Figure 1. Street Arcade 36
Figure 2. Proposed Park and Street Improvements. 37
Figure 3. Proposed Park Regrading (cross-section). 38
Figure 4. Vendors' Kiosk Cluster 39
Figure 5. Union Square Amphitheatre 39
Figure 6. Subway Easement. 42
Figure 7. Proposed Park-Subway Integration 43
Figure 8. Pedestrian Circulation Linkages. 44
Figure 9. Redevelopment Concept for Union Square
Indicating Sites with Development Potential 45

CITY OPTIONS GRANT - UNION SQUARE STREET REVITALIZATION

COMMUNITY STEERING COMMITTEE

William Stuhlbarg - Chairman - 14th Street Merchants Association
Community Board 5

Bruce Aaronson - Tilden Democratic Club
James Capolino - Rep. Edward Koch's Office
Albert DeJonge - Guardian Life Insurance Co.
Patricia Ferguson - Stuyvesant Independent Democrats
Elliot Glass - Washington Irving Neighborhood Assoc.
Thomas Gould - Parsons School of Design
Carol Greitzer - Councilwoman, New York City Council
Norman Haynes - Consolidated Edison Company
Peter Jenkins - Gramercy-Stuyvesant Independent Democrats
Gerald Landman - Amalgamated Clothing Workers Union
Philip Liebowitz - Klein's Department Store
Jean McClintock - Parsons School of Design
Edward Mehl - Mays Department Store
Carvel Moore - Community Board 6
Joseph Roberto - Architect
Richard Ropiak - Community Board 3
Edward Schneider - International Ladies Garment Workers Union
Jane Terpenny - Gramercy-Stuyvesant Independent Democrats
Kim Umbreit - Parsons School of Design
Jack Weinstein - Marc Ballroom
Ruth Wittenberg - Community Board 2

Administrators of the Estate of S. Klein, Lawrence Joseph, Sandford Saideman, and Richard Stone provided valuable information for this study to the Steering Committee and staff of the Department of City Planning.

DEPARTMENT OF CITY PLANNING

Victor Marrero, Chairman
Charles M. Smith - Executive Director
Philip B. Wallick - Director of Operations

CITY OPTIONS GRANT

Barney Rabinow - Grant Administrator*
Edward L. Cohen - Project Coordinator

UNION SQUARE PROJECT

Edward L. Cohen - Project Director, Urban Designer
Shirley S. Passow - Chief Planner, Report Writer
Pongporn Sudbanthad - Assist. Urban Designer
Soonthorn Boonyatikarn - Assist. Urban Designer
Walter Chabla - College Intern
Fernando Castro - College Intern
Frank Frega - Transportation Planner
Sylvio Biasci - Transportation Planner
Jan Voran - Economic Planner
Sue Heller - Housing Planner
Researchers - Patricia Bourne, Mary Brennan, Justin Cohen, Barbara Heilweil Weinberg

Mithoo Baxter - Director, Manhattan Office
Frank Puig - Former Director, Manhattan Office (1975)
Paul Kendall - Former Director, Manhattan Office (1974)
Robert Selsam - Director, Transportation and Regional Planning
Gail Schwartz - Director, Economic Development
Barry Light - Director, Housing and Community Development

Shirley Seidman - Accountant

Randy Bourscheidt - Editor

Graphics: Phil Sacks, Director, Henry Nicholas, Hedy Klein, Vitaly Sorokine, Leo Lawrence, Zygmund Apel, Norman Shilepsky

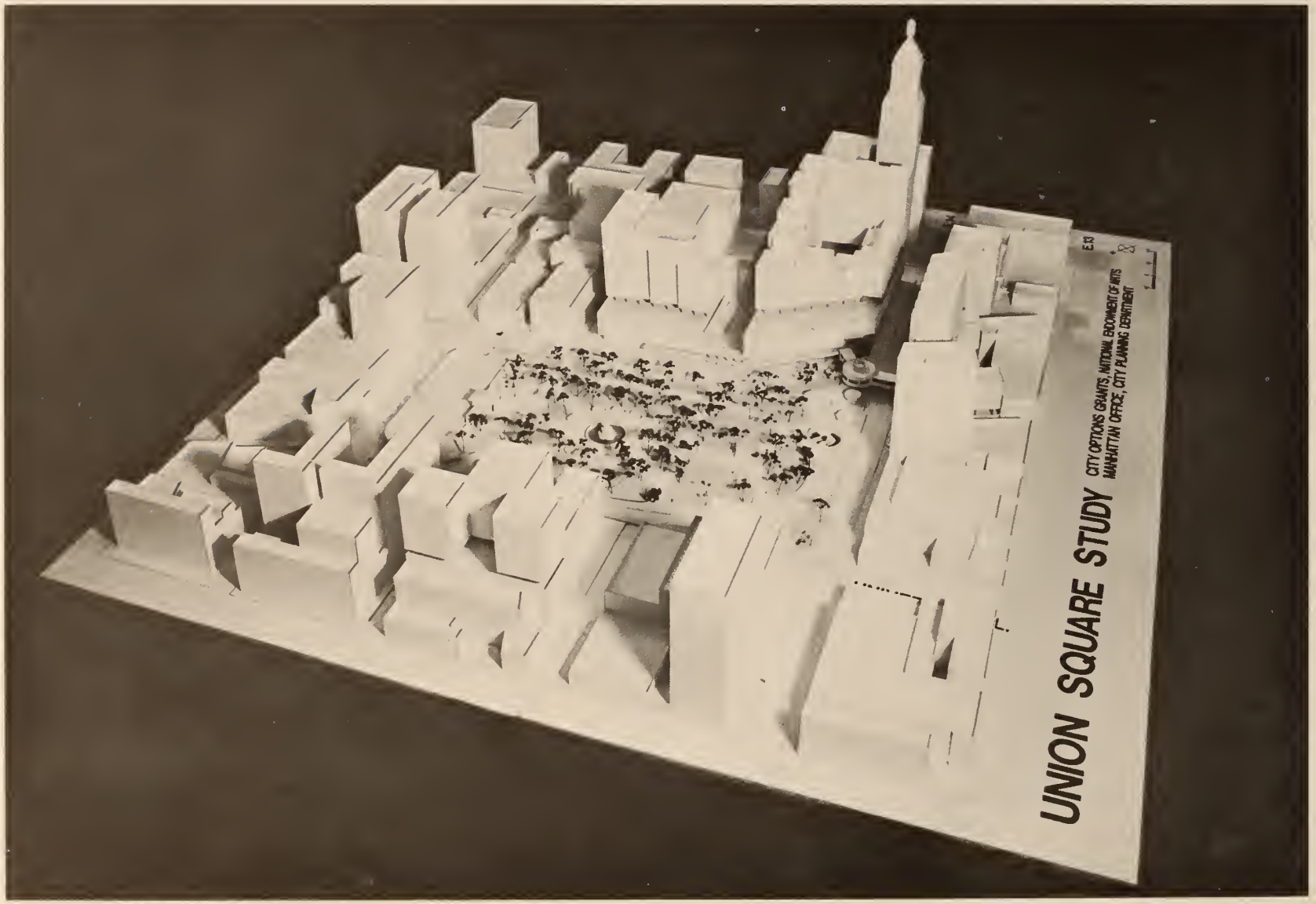
Manuscript: Patricia Matthews

Secretaries: Wilhelmena Bedell, Deborah Siegel

Aerial Photograph, page 4: Adriana Kleiman

Historic Photos: Museum of the City of New York
New York Public Library

**The City Options Grant Study would not have been successful without the guidance, patience and understanding of the late Barney Rabinow.*



Model of Redevelopment Concept for Union Square Indicating Sites with Development Potential.